



# GEMS

**Girls' Education Monitoring System**

## **USAID GIRLS' EDUCATION INITIATIVES IN GUATEMALA, GUINEA, MALI, MOROCCO, AND PERU: A PERFORMANCE REVIEW**

*Prepared for*  
**United States Agency for International Development  
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Julia Escalona, CTO**

*Project undertaken by*  
**Juárez and Associates, Inc.**

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## **List of Acronyms**

AEN	Asociación Eduquemos a la Niña (Association to Educate Girls)
AIR	American Institutes for Research
BEST	Guatemala's Basic Education Strengthening
CARE	Cooperative for Assistance and Relief Everywhere, Inc.
CSO	Civil Society Organizations
CSSF	Comité de Soutien por la Scolarisation de Filles (Committee to Support Girls' Education)
EGAT/WID	Economic Growth, Agriculture, and Trade/Office of Women in Development
EMIS	Education Management Information System
FONSEF	Le Fonds National de Soutien à l'Education des Filles (National Girls' Education Support Fund)
GEA	Girls' Education Activity
GEMS	Girls' Education Monitoring System
GER	Gross Enrollment Ratio
GWEA	Girls' and Women's Education Activity
NGO	Non Governmental Organization
PTA	Parent Teacher Association
SAGE	Strategies for Advancing Girls' Education Project
SPSS	Statistical Package for Social Sciences
SSO	Strategic Support Objective
UNESCO	United Nations Educational, Scientific and Cultural Organization
USAID	United States Agency for International Development

## **EXECUTIVE SUMMARY**

### **USAID Girls' Education Initiatives in Guatemala, Guinea, Mali, Morocco, and Peru: A Performance Review**

#### **Introduction**

This document summarizes the findings of a review of progress on a series of indicators in five countries participating in the USAID/EGAT/WID-funded Girls' and Women's Education Activity. The five emphasis countries of Guatemala, Guinea, Mali, Morocco, and Peru were examined in relation to the strategic framework for Strategic Support Objective 2 (SSO 2) *Broad-based, Informed Constituencies Mobilized to Improve Girls' Education*. The study was based on analysis of project documents, manipulation of the available national education statistics for the five countries, and fieldwork conducted in each country between March and September 2001.

#### **Background**

In the last ten years, there has been an increasing awareness of the importance of girls' education in improving economic and social well-being in developing countries. Investment in girls' education has been related to increased productivity and labor force participation, decreased rates of fertility and infant mortality, and increased child health. However, multiple supply and demand factors contribute to girls not enrolling in and not completing primary school. Government fiscal and management capability as well as educational systems that reinforce stereotypes about female roles and girls' low academic performance or provide inadequate physical and social environments for girls have been identified as supply-side constraints. Poverty and the related factors of direct and opportunity costs to families, together with household and community perceptions about the limited relevance of schooling for girls, are seen as depressing demand.

Building on the growing experience in girls' education, the USAID Office of Women in Development (EGAT/WID) implemented the Girls' and Women's Education Activity (1996-2001). This was a multi-faceted program that included long-term support for building constituencies that supported increased enrollment, retention, and completion of female primary school students; research on the social and economic rates of return of adult literacy programs for women; strengthening the monitoring of the results of girls' education initiatives; and developing classroom techniques for teachers to be used in encouraging girls' participation in the classroom. The principal component of this effort was the long-term constituency building in five countries: Guatemala, Guinea, Mali, Morocco, and Peru. The EGAT/WID approach was implemented through a small local team that served as a catalyst in mobilizing governments and civil society organizations, such as NGOs, business, the media, and religious groups to cooperate across sectors in removing barriers to girls' education. As barriers to girls' education were seen as country-specific, problems were to be identified locally and the programs, processes, and tools

for ameliorating the identified problems were to be created by organizations from these multiple sectors working in concert.

In conjunction with several partners, EGAT/WID has completed the final year of the first phase of what was envisioned during project planning as a ten-year effort to support Missions in identifying, informing, and mobilizing constituencies to improve girls' education. This document provides national and cross-national information on the history, development process, lessons learned, and impact of girls' education initiatives in EGAT/WID emphasis countries. Integrated data on the process of implementing similar actions in diverse settings and on the impact of those actions on target populations can be useful in identifying the processes that sustain benefits to girls and in planning future investments to increase the persistence of girls in school.

## **Study Design**

A team of senior social scientists with extensive experience in educational evaluation in developing countries carried out the performance review. Meetings were held with the EGAT/WID partners implementing projects in the emphasis countries to obtain insights and gather background materials. Documents and data were analyzed to target fieldwork in the countries. Subsequently, a two-person team visited each country to collect data. Data collection focused on measuring the indicators in the EGAT/WID strategic framework. At the strategic objective level, "Improved Girls' Education" was measured by examining trends in gross enrollment ratios and completion rates, defined as fifth grade attainment, over the life of the project in each country. At the intermediate result level, the mobilization of constituencies to promote girls' education was determined by examining trends in the number and type of organizations initiating actions to promote girls' persistence in school, as well as non-USAID resources generated by these organizations for investment in actions. Similarly, the number and type of public sector units involved in girls' education were examined, as was public sector investment in girls' education. Utilization of studies and tools by participants to make informed decisions about actions was also examined. The participation of leaders and the growth in community participation were used to determine mobilization at the local level. Where data were available, changes in girls' participation in the classroom were examined.

## **Principal Results**

The programs in emphasis countries worked at the national level by supporting the actions of organizations from different sectors working in awareness building and policy reform. The programs also worked in selected rural areas. Thus, changes at both the national and the local level in each country were examined. The program in Mali was the exception to this design. It worked primarily in developing and implementing life skills curriculum for girls in local schools.

### **1. Strategic Objective**

- Greater annual increases in female gross enrollment ratios during the years of the WID Program than in previous years in the three countries, Guatemala, Guinea, and Morocco,



for which comparative data were available. Reduction of the gap in national enrollment ratios favoring boys by 3%, 8%, and 8%, respectively, in those countries.

- Increases in national rural female completion rates of 8.1%, 5.6%, and 7.9% in Guinea, Guatemala, and Peru, respectively. Higher rural completion rates for girls than boys in Morocco.
- Increases in national urban female completion rates of 1.3%, 4.5%, 8.2%, and 14.1% in Morocco, Guatemala, Guinea, and Peru, respectively.
- Increases in local female completion rates of 26.7% and 25.9% in the two countries, Guinea and Peru, which had intensive efforts supported by local networks or alliances in target areas. In Guatemala, where the scope of the girls' education project, at the local level, was smaller, the increase in female fifth grade attainment was 6.1%.
- Low rural female completion rates were found in all countries. Even with the increases, less than half of the rural girls who enroll in school attain fifth grade of primary school in five years. In Guatemala and Guinea, only about one-fourth of enrolled rural girls attain fifth grade.
- Low primary completion rates were also found among rural boys in emphasis countries. One-third or less of the male rural primary school population attain fifth grade in five years in Guatemala, Guinea, Morocco, and Peru.

## **2. Intermediate Results**

- In each country, one or more partnerships that included NGO, private sector, and public sector members were formed. These partnerships did not expand greatly in membership over the life of the WID program, but rather a "core" group of between 20 to 40 organizations initiated actions to promote girls' education.
- Social awareness efforts were generally the principal type of action. Such actions made up the largest percentage of the work by civil society organizations in Guatemala (38%), Peru (63%), and Guinea (59%). In Morocco, where a scholarship program was initiated, actions related to this activity predominate (66%), with social awareness actions following (23%).
- NGOs carried out the majority of actions related to girls' persistence in school. NGOs in Guatemala, Peru, Morocco, and Guinea carried out 46%, 56%, 58%, and 88% of the identified actions promoting girls' education. However, they generally did not contribute a large percentage of the local resources generated, producing between 7% and 25% of the local resources to support actions in the four countries. In Guatemala, Peru, and Morocco, where private sector participation had been actively pursued, the private sector provided 80%, 55%, and 61% of the resources generated.

- Government agencies were members of a national partnership in each country. In all countries they supported actions carried out by civil society organizations in the partnership. However, with the exception of Guatemala, national budgets did not have special funding for girls' education, and only in Guinea was there a relative increase in the budget for primary education.
- Non-USAID funding to support girls' education was generated without a reliance on other international donor agencies. International donors were active partners in Guatemala, Peru, and Morocco. However, their contribution to actions engaged in by civil society organizations to promote girls' education was less than 14% of the total resources generated in any country.

### **3. Project Organizational Structure**

- Small teams of local professionals successfully acted as catalysts for constituency building in the emphasis countries following the framework. Despite successes, however, team members in each country felt that the project was under-staffed to meet the demands of the scope of work that required national and local involvement of staff. An added demand on staff was the need to provide administrative support to the national partnerships during their formation.

### **Lessons Learned**

The EGAT/WID framework assumption that a relatively small team of local professionals can act as a catalyst in bringing together organizations from different sectors to carry out actions promoting girls' education appears well-founded. National organizations made up of diverse member organizations were formed in each country and all carried out actions.

In countries with low female completion rates, long-term investment will be needed to achieve high completion rates, especially in rural areas. It is difficult to achieve dramatic change in female completion on a national level without efforts that are directly focused on improving school efficiency.

International conferences can be important in providing leaders from different sectors an opportunity to learn from relevant experience in other countries and identify areas of mutual interest. The 1998 Conference "Educating Girls: A Development Imperative" was cited by participants from all countries as providing strategies for implementing actions to support girls' education.

Civil society participation in girls' education is not likely to grow exponentially. Rather it will be the responsibility of a "core" group of organizations that generally will have the promotion of education in their mission statement.

The approach of using local professionals to act as catalysts in bringing together organizations does not need to be a long-term strategy of more than five years, as in each country by the end of the project there were organizations in place to carry on the work.

## **Implications**

Achieving an increase of 20% in national rural female primary school completion rates in ten years appears to be a difficult objective to achieve, given that no emphasis country has increases of more than 8% in rural areas over five years. Even in Guatemala, with a ten-year history of promoting multi-sector support for girls' education, national rural completion rates for girls had only increased 6.4%.

The relatively slow increase in national completion rates suggests that the awareness building and incentive programs, which characterized most of the multi-sector actions to support girls' education, may not be sufficient. They should be complemented by actions that focus on improving the quality of primary education.

Relatively large gains in female completion rates appear possible in local target areas. However, as actions in these areas were generally supported by project or USAID bilateral funding, the ability of local groups to finance local efforts or take them to scale is still in doubt.

All sectors are not equally likely to be members of a multi-sector coalition or to participate in the same way. For example, religious leaders or organizations acted as spokespersons for girls' education, when involved at all. NGOs generally carried out regional or local actions and businesses provided funds for and, at times, carried out national actions. This suggests that as efforts to promote girls' education mature, sector participation should be thought out strategically in terms of the types of resources that different sectors could best contribute.

Successful leveraging of local financial resources from non-USAID sources appears to require organizations that are involved with the business sector, if relatively large amounts are to be raised on an ongoing basis.

In planning future investments involving the use of local teams of professionals as catalysts, consideration should be given to including sufficient administrative staffing to support national partnerships during their formation. Additional resources will also be needed if the local team is to work extensively at the local level.

## **USAID Girls' Education Initiatives in Guatemala, Guinea, Mali, Morocco, and Peru: A Performance Review**

The USAID Office of Women in Development (EGAT/WID), in conjunction with several partners, has completed the final year of an effort to support Missions in identifying, informing, and mobilizing constituencies to improve girls' education. During the slightly more than five years of implementation (1996-2002), EGAT/WID has supported long-term efforts in five emphasis countries, Guatemala, Guinea, Mali, Morocco, and Peru. In each country, a design in which a small staff of host country personnel complements Mission activities in basic education has been employed. Actions in different countries have included facilitation of dialogue about the educational situation of girls and women in a participating country, training and institutional support for public and private sector organizations to promote the implementation and local funding of girls' education actions, development of analytical tools and studies on key girls' and women's education issues, and professional development to improve learning opportunities for girls and women. The role of the local team was to build the capacity of local partners such as government, business, religious organizations, the media, and other civil society groups to assure that the results of these efforts could be successfully sustained after the completion of the EGAT/WID activity.

This document provides national and cross-national information on the history, development process, lessons learned, and impact of girls' education initiatives in EGAT/WID emphasis countries. Integrated data on the process of implementing similar actions in diverse settings and on the impact of those actions on target populations can be useful in identifying the processes that sustain benefits to girls. It is hoped that this document will serve as a tool in planning future investments to enhance the persistence of girls in school.

### **I. Background**

Education for all children has been the goal for most nations of the world since it was articulated in the United Nations Universal Declaration of Human Rights in 1948. The difficulty in achieving the goal was recognized in the World Conference on Education for All, held in Jomtien, Thailand, in 1990. The Jomtien conference also focused world attention on the fact that girls' enrollment and persistence in primary school was lower than that of boys in many developing countries. Multiple supply and demand factors were identified as contributing to girls not enrolling in and not completing primary school. Government fiscal and management capability as well as educational systems that reinforce stereotypes about female roles and low academic performance or provide inadequate physical and social environments for girls have been identified as supply-side constraints (King and Hill, 1993; VanBelle-Prouty, 1991; Miske and VanBelle-Prouty, 1996; O'Gara et al., 1999). Poverty and the related factors of direct and opportunity costs to families, together with household and community perceptions about the limited relevance of schooling for girls, are seen as depressing demand (Tietjen and Prather, 1991; Odaga and Heneveld, 1995; King and Hill, 1993).

Research efforts have also begun to show that girls' education is a key component in improving economic and social well-being. Investment in girls' education has been related to increased productivity and labor force participation, decreased fertility and infant mortality, and increased child health (Florio and Wolf, 1990; King and Hill, 1993; Schultz, 1998). Recognizing the potential development gains to be achieved from educating girls, many countries have recently engaged in a variety of interventions to promote female education. Creating awareness among public sector officials of the importance of girls' education, developing unbiased learning materials, employing female teachers, providing gender sensitivity training to school staffs, and improving physical facilities in schools are strategies being employed in different countries to make schools more attractive to female students. Lower cost materials and delivery systems, provision of scholarships or fee waivers, and information campaigns that engage community, business, and religious leaders are interventions that have been employed to increase demand.

## **II. The Girls' and Women's Education Activity**

### **A. Approach**

Building on the growing experience in girls' education, the USAID Office of Women in Development (EGAT/WID) began implementing the Girls' and Women's Education Activity in 1996. This was a multi-faceted program that included long-term support for building constituencies that supported girls' increased enrollment, retention, and completion of primary school; research on the social rates of return of adult literacy programs for women; strengthening the monitoring of the results of girls' education initiatives; and developing classroom techniques for teachers to be used in encouraging girls' participation in the classroom. The principal component of this effort was the long-term constituency building in five countries: Guatemala, Guinea, Mali, Morocco, and Peru. The EGAT/WID approach was implemented by small local teams that served as catalysts in mobilizing governments and civil society organizations to take a multi-sector approach to addressing the barriers to girls' education. Because barriers to girls' education were seen as country-specific, problems were to be identified locally and the programs, processes, and tools for ameliorating the identified problems were to be created by organizations from multiple sectors working in concert.

The approach had six guiding principles (Williams, 2001): 1) the importance of traditional and nontraditional partners in changing both the demand and supply of girls' education was to be recognized; 2) programs and solutions were to be developed locally; 3) programs were to use multi-method approaches; 4) human, financial, and physical resources to support girls' education were to be developed locally; 5) capacity building (leadership, technical programming, and operational support) was to be provided; and 6) democratization of the civic, social, and economic opportunities of girls in each country and community would be achieved by engaging all stakeholders in support of girls' education. The partners who participated and the activities undertaken would depend on country-specific contexts. However, the EGAT/WID-supported teams in each country used these principles as guidelines in their work.

## **B. Results Indicators**

The EGAT/WID Strategic Objective for the Girls' and Women's Education Activity was a "Support Objective." That is, the strategic objective was not reached solely through the project, but rather provided "value added" to USAID Mission strategic objectives in a consistent way across participating countries. The strategic framework was reviewed in 1999 in order to enhance the interpretative power of the indicators by creating additional measures, rephrasing some intermediate results to show a clearer relationship to the strategic support objective, and establishing meaningful denominators to permit measurement of change over time. The revised indicators and measures have been used throughout this study.

### **1. Strategic Support Objective 2.0: Broad-based, Informed Constituencies Mobilized to Improve Girls' Education in Emphasis Countries**

*Completion Rates.* Primary school completion rates were used as the principal indicator for the SSO. The goal over the life of the GWE Activity, which at the time of implementation was envisioned as a ten-year program, was a 20% increase in primary school completion. The operational definition for primary completion was fifth grade attainment. This is the UNESCO standard and allows comparison with international databases. Where possible, this was measured with real cohorts of children in schools that reported promotion, repetition, and dropout rates over a five-year period. When data were lacking to examine real cohorts, reconstructed cohorts using data on children's advancement through the system in two consecutive years, were used to estimate fifth grade attainment.

*Enrollment Ratios.* Gross Enrollment Ratios were used as a complementary measure for the SSO in order to interpret the magnitude of the change in completion rates. Gross enrollment ratios were used rather than net enrollment ratios (the number of appropriate age children enrolled divided by the population of school age children) because of the difficulty in obtaining age-specific enrollment data.

### **2. Intermediate Results**

#### **a. IR2.1: Strengthened Capacity of Public and Private Sector Institutions to Promote Girls' Education**

Indicator 2.1.1: Increased number of civil society organizations, including private sector organizations initiating actions to promote girls' education.

*Different organizations that initiate action.* The indicator is the number of civil society organizations including private sector organizations that initiate actions to promote girls' education. This is measured by identifying all of the potential organizations that might work in girls' education and then monitoring which of the pool of organizations actually carry out such actions. The unit of analysis is organizations. The pool of organizations is to be identified by using the number of organizations that participated in a national forum on girls' education. Data

are collected through an annual survey of organizations. (See Appendix A for operational definition of actions).

Indicator 2.1.2: The number of public sector units initiating actions to promote girls' education.

*Different units that initiate actions.* Operationally, government is defined as central government entities responsible for legislative, judicial, and executive decisions and their operating units (Ministries), or semi-autonomous government organizations. Local-level organizations of these types will be included when a country initiative focuses on a particular locale and decision-making is decentralized. The number of units initiating actions is measured in relation to the total number of units identified as potentially acting in girls' education. Cumulative rather than annual totals are reported, as public sector actions are likely to be in response to political conditions.

Indicator 2.1.3: The number of CSOs, including private sector organizations, with increased resources leveraged from non-USAID sources to promote girls' education.

*Number of CSOs and amount.* Data collected through a survey of CSOs that initiate actions, as it is these organizations that are promoting girls' education. Revenue and resources in the form of materials are counted.

Indicator 2.1.4: Public sector investment in girls' education.

*Line item for girls' education in national budget.* The supposition is that the advocacy efforts of the constituencies formed through the Activity may affect government spending priorities. The indicator is the percent of the education budget allocated to girls' education. Rural education as a percentage of the primary education budget or primary education as a percentage of the total education budget can be used as proxy measures where no line item for girls' education exists.

## **b. IR2.2: Improved Knowledge to Implement Policies, Strategies, and Programs for Girls' Education**

Indicator 2.2.1: The number of analytical tools and studies produced and disseminated to inform policies, strategies, and programs for girls' education.

*Implementers' Use.* Studies are written or graphical information based on empirical evidence that provide knowledge on the implementation of actions to improve girls' education. Tools provide procedures, also based on empirical evidence, on implementation of actions. To be counted, studies or tools must be produced, requested, or commissioned by the coordinating units carrying out actions. Studies and tools include those commissioned by EGAT/WID that anticipate country-specific and cross-national information needs.

**c. IR2.3: Mobilized Leadership to Promote Girls' Education**

Indicator 2.3.1: Increase in number of private and public sector leaders who actively support girls' education.

*Leaders who commit resources.* A leader is an individual named by an organization to be its representative on issues of girls' education. The assumption is made that individual organizations may have multiple representatives actively supporting girls' education. Representatives of organizations that participate in national fora on girls' education form the baseline. Those who commit organizational resources through a public channel are counted annually.

**d. IR2.4: Broadened Local Community Participation to Promote Girls' Education**

Indicator 2.4.1: Percent growth in membership of public and private organizations that promote girls' education.

*NGO membership growth.* This indicator applies only to NGOs, as private sector organizations have no commitment to growth in numbers but may look for higher productivity from less staff to maximize profits. Similarly, public sector units may look for efficiency over growth and are likely to have their personnel established by law. Information is collected through a yearly survey of NGOs.

Indicator 2.4.2: Communities initiating actions that promote girls' education.

*Number of communities.* The number of communities initiating actions that promote girls' education is measured as a percentage of the number of communities in the area of influence of the initiative. The types of actions engaged in by communities are monitored to help interpret SSO-level results.

**e. IR2.5: Strengthened Teacher Performance to Improve Girls' Primary School Participation**

Indicator 2.5.1: Girls' participation in the classroom.

*Female initiated interaction with the teacher.* Girls' participation is measured through direct observation of the number of interactions with the teacher initiated by girls. In order to determine change over time, such interactions are expressed as a percentage of all student-initiated interactions with the teacher, corrected for the proportion of girls in the classroom.

**III. Research Methodology**

A team of senior social scientists with extensive experience in educational evaluation in developing countries carried out the performance review. Work began with meeting the EGAT/WID partners implementing projects in the emphasis countries. Existing documents and



data of EGAT/WID partners were collected and analyzed in order to target fieldwork in the countries. Subsequently, a two-person team visited each country to collect data to fulfill the following objectives.

#### **A. Objectives**

- Determine the progress of the Activity in meeting its objective in terms of girls' persistence in primary school.
- Determine the progress of the Activity in reaching the intermediate results related to building broad-based constituencies as described in the Results Framework.
- Identify successful strategies that have contributed to the achievement of results, nationally and cross-nationally.
- Identify the social and political contexts that influenced choices of strategies and actions.
- Identify obstacles to successful implementation of strategies and actions, where results have not been achieved.
- Provide information that can contribute to reflection about actions and possible modifications in actions by local country teams to sustain benefits after Activity completion, where appropriate.
- Operationalize tools for continued monitoring of results in participating countries.

#### **B. Data Collection**

A primary task in meeting these objectives was visiting the ministry of education unit(s) responsible for educational statistics in each country. The purpose of these visits was to obtain and analyze educational statistics on national and target primary school populations. Data were obtained on enrollment, repetition, and dropout by age and grade for all available years since 1990. Data were collected in electronic format (database format, spreadsheet format, comma delimited format, or tab delimited format), accompanied by codebooks identifying variables and file structure. These data were disaggregated at the lowest possible administrative unit available (i.e., classroom, school, or municipality). Where no electronic database existed, data were collected in paper format. Census bureaus or other appropriate government agencies were visited to collect population data for the corresponding years by gender and age. Government expenditures in education were collected from education or finance ministries.

Collecting data on each of the intermediate results was also part of the field visits. In each country the team worked with the host country project team and the USAID Mission to collect all project documents. Meetings were held with host country team members to discuss written

information and clarify points as they related to intermediate results. Where necessary, the EGAT/WID results framework was used to create matrices for displaying results by year. The displays included a brief description of each action that occurred in a given year. The description discussed the organization carrying out the action and the magnitude of each action (e.g., number of scholarships established, number of local committees provided with bank accounts, number of materials reproduced by an NGO). Special attention was given to the social and political contexts influencing choice of actions and to the impact of the identified trends on girls' persistence in and completion of primary school. When sufficient information was not available, government units or civil society organizations were contacted to provide additional information. When financial data were not available, the allocation of resources was estimated from current costs for services or materials.

### **C. Data Analysis**

The process of analyzing the data for completion rates and the GER consisted of common procedures for all five of the countries, but the type and extent of analyses varied, depending on the number of years available and the quality of available data. The calculation of the completion rates depended on obtaining enrollments, repetition, and promotion data by grade and sex for each year that the girls' education activities had been implemented and at least two prior years for a baseline. The calculation of the GER depended on annual enrollment figures by sex for all the students enrolled in the primary grades, and population data for the same years for the primary school age cohort.

If the girls' education activities included interventions in specific schools or localities, the Education Management Information System (EMIS) and population data were also disaggregated to the school level by grade and gender. The intervention schools were then tagged for comparative analyses to examine possible differences in completion rates and GERs for intervention versus non-intervention schools.

The process of analyzing the data depended on the format of the data received from the ministries of education and the number of years covered. For example, the data from Guatemala were fairly complete from 1991 through 2000 and were disaggregated, by school, grade, and gender, which permitted real cohort analysis for the calculation of fifth grade completion. In other words, a group of students who entered first grade in 1991 could be followed year by year and the actual percentage of students who completed fifth grade in 1995 was calculated. When longitudinal data were not available for a sufficient number of years, the reconstructed cohort method was used where data from at least two pairs of adjacent years were available to calculate the percent of students reaching fifth grade based on the promotion and repetition in the earlier years versus the later years. This provided an estimated change in completion rates from one two-year period to the next.

Extensive cleaning of the data was required for each country. When the data were obtained in digital format, the analytic process consisted of a number of steps to convert the format to the Statistical Package for Social Sciences (SPSS), followed by an examination of data integrity and the identification of errors. When doing real cohort analyses, it was necessary to use only the

schools that had complete data during the years of each cohort being examined. Thus, schools that did not report enrollments in one or more years, schools that opened, and schools that closed during the period had to be removed from the analysis sample. Otherwise, completion rates may have changed significantly from year to year and not reflect the movement of the same cohort of students from grade to grade.

Once the data were converted and cleaned, the statistical software, SPSS, was used to aggregate the national and regional data, and the resulting output was then converted to Excel format for the actual calculation of GERs and completion rates, both real and reconstructed. The population data needed for the GER were obtained from the national census bureaus during field visits. Since population censuses are carried out at periodic intervals of at least five years, the most recent censuses with annual population projections were used. For example in Guatemala, the last census was in 1995 and in Peru it was in 1993. Census data were obtained in digital format in Guatemala, Peru, and Mali, but in Guinea and Morocco the data were only available on paper and had to be entered manually prior to conducting the analytic procedures. The educational statistics data were obtained in digital format for all the countries except Morocco. For that country, data were entered manually.

The completeness and quality of the data varied considerably over the five countries. The most complete data currently are from Guatemala (1991-2000), followed by Guinea (1996-2000), Peru (1993, 1998, 1999, and 2000), Mali (1997-1999), and Morocco (1994-2000 on paper and very incomplete until 1999). Thus, aggregate trends found across the countries have been interpreted cautiously.

In order to give the reader a concise overview of the girls' education initiatives in the five countries and related bilateral projects, the following five boxes present the project descriptions, duration and the major results, serving as a bridge to the detailed findings presented in the next section.

**Initiative:** Girl's and Women's Education Activity, known as *Proyecto Global* in Guatemala

**Contractor:** World Learning, as a subcontractor to American Institutes for Research

**Background:** At the time that *Proyecto Global* began, USAID/Guatemala had been investing in girls' education for over five years through its Basic Education Strengthening (BEST) Project. This program had held national seminars and provided technical assistance to the formation of a national association to promote girls' education, which included the Ministry of Education and a number of philanthropic foundations of large private sector organizations. Despite civil society efforts that included national awareness campaigns and the testing of different incentive programs, governmental investment in primary education remained low, as did girls' participation in primary schooling. Thus, when *Proyecto Global* began there was already civil society activity in support of girls' education. The project was to help focus this activity through providing assistance to a common agenda among donors to support civil society actions and partnerships. However, the common agenda did not materialize and in the wake of the Peace Accords signed in 1996, that ended over 30 years of civil war and called for greater educational participation of Indigenous peoples, *Proyecto Global* began to work with the Directorate of Bilingual Intercultural Education (DIGEBI). It also continued to provide support for the national association.

**USAID Bilateral**

**Education Projects:** PAEBI – Bilingual Education; COMAL – Adult Literacy

**Duration:** Five years (May 1997 – March 2002)

**Principal Partners:** Directorate of Bilingual Intercultural Education DIGEBI

**Results:** Increases in rural female fifth grade attainment of 5.6% nationally and 6.1% in the target area; increases in rural female primary gross enrollment ratios of 21% nationally and 41% in the target area, both as a result of aggressive school development program and awareness efforts for girls; a “core” group of civil society organizations, made up mainly of NGOs and private sector foundations carrying out actions to promote girls' education; \$6,473,124 of non-USAID funds leveraged by civil society organizations for actions encouraging the persistence of girls in primary school; pedagogical guides, community action manuals and media materials for girls' education created

**Initiative:** *Nuevos Horizontes para la Educación de las Niñas* (New Horizons for Girls' Education)

**Contractor:** CARE, as a subcontractor to American Institutes for Research

**Background:** At the time the program began, Peru was considered relatively successful in educational access within Latin America. However, efficiency was a serious problem, with over fifty percent of the primary school population over-age. The greatest percentage of over-age school children was in rural and rural women were more disadvantaged educationally than men, having on the average only 1.7 years of schooling compared to 3.5 for males. *Nuevos Horizontes* was designed to enable the Peruvian government and civil society organizations to formulate, institutionalize and implement actions for girls' education that would lead to greater participation and persistence of girls in primary schooling. . The principal activities were: studies to identify barriers to girls education; the creation of a National Network to support girls' education and several local networks at the department level, which developed policies, programs and practices to address barriers to the education of primary school-age girls.

#### **USAID Bilateral**

**Education Projects:** *Abriendo Puertas* (Opening Doors) – Rural Education Quality

**Duration:** Four years (April 1998 – April 2002)

**Principal Partners:** *Red Nacional de Educación de la Niña* (National Network for Girls' Education)

**Results:** Increases in estimated rural female fifth grade attainment of 7.9% nationally and 25.9% in target area of Ayacucho; estimated completion rate increases of 14.1% nationally and 32.7% in target areas for urban girls; formation National and local "networks" consisting of organizations from different sectors, committed to improving girls' persistence in school; passage of national legislation supporting the education of rural girls; leveraging of \$279,566 of non-USAID funds invested in girls' education efforts.

<b>Initiative:</b>	Girls' Education Activity – Morocco
<b>Contractor:</b>	Management Systems International, as a subcontractor to American Institutes for Research
<b>Background:</b>	<p>The Girls' Education Activity in Morocco built on Ministry of National Education's efforts that began in the early 1990s with mobilization campaigns to promote rural parents' awareness of the importance of enrolling and keeping their children in school. The Ministry also made substantial progress in improving the supply of educational services by constructing additional schools in rural communities, during this period. Although the MNE did not place a special emphasis on girls but set as a goal to increase enrollment for both genders, there was a clear disparity in enrollment favoring boys at this time. GEA works to build awareness about the status of girls' education and to facilitate the formation of coalitions to carry out actions promoting the enrollment and persistence of girls in school. The Girls' Education Activity worked in primarily in opening dialogue about the constraints to girls' education in Morocco and in building partnerships between civil society organizations and local communities and schools. The two principal partnerships formed were an NGO-led coalition, <i>Comite de Soustiens por la Scolarisation de Filles</i> (CSSF), and a business-school alliance, <i>Al Jisr</i>.</p>
<b>USAID Bilateral Education Project:</b>	Morocco Education for Girls (MEG) Project – education access and quality
<b>Duration:</b>	Five years (September 1996 – September 2001)
<b>Principal Partners:</b>	<i>Al Jisr, Comite de Soustiens por la Scolarisation de Filles</i>
<b>Results:</b>	<p>Gross enrollment ratios for girls have increased by 22.3% since 1995 and most of the increase came during the years of project implementation; estimated completion rates for girls higher than those for boys (57.7% versus 46.4 in urban areas and 36.1% versus 33.8% in rural areas); two national partnerships of civil society organizations, Al Jisr and CSSF, formed and functioning independently; government and civil society organizations are active partners in both partnerships; leveraging of \$84,655 of non-USAID funds invested in girls' education efforts.</p>

**Initiative:** Strategies for Advancing Girls' Education (SAGE) Guinea

**Contractor:** Academy for Educational Development, as a subcontractor to Development Alternatives Inc.

**Background:** The Girls' and Women's Activity in Guinea continued and complemented USAID investments in improving educational equity and quality in Guinea that began in 1990. These activities focused on both awareness building in local areas of the importance of educating girls and improving the quality of instruction. The project was originally coordinated by Plan Guinée, as the local contractor with the American Institutes for Research but was later switched to the Academy for Educational Development to provide greater geographical coverage. The principal activities of the project were mobilizing national stakeholders around the importance of girls' education, conducting research to determine local barriers to educating girls, and creating national and local alliances for Girls' Education that built local support for enrolling and keeping girls in school.

**USAID Bilateral Education Projects:** Fundamental Quality and Equity Levels (FQEL)

**Duration:** Five and a half years (October 1996 – July 2002), SAGE (March 1999 – July 2002)

**Principal Partners:** National Alliance for Girls' Education, 6 local pilot alliances

**Results:** Increase of 14.5% in girls' primary school gross enrollment ratio and a reduction of 7.9% in the primary school enrollment gender gap; estimated increase in female fifth grade attainment rate of 8.1% nationally and 26.7% in pilot alliances; estimated fifth grade attainment increase of 8.2% nationally for urban girls; formation of a 150 member national alliance with legal status in Guinea; leveraging of at least US\$94,160 of non-USAID funds invested in girls' education efforts.

**Initiative:** Strategies for Advancing Girls' Education (SAGE) Mali

**Contractor:** Academy for Educational Development, as a subcontractor to Development Alternatives, Inc.

**Background:** The SAGE/Mali Project differs from the other G/WID Emphasis countries in that it has a narrower scope of work. Rather than build multisectoral constituencies to promote girls' Education, SAGE/Mali was designed primarily to provide technical assistance on girls' education to three NGOs—World Education, Save the Children/USA and Africare—that work in rural areas primarily with community schools. It was felt that parents would be motivated to enroll their children, especially girls, in school when they learned that these subjects were taught. Subsequently, the project trained trainers from the Ministry of Education and the NGOs in use of the life skills modules and designed a complementary guide for the implementation of active teaching methodologies in the classroom. It has also developed a training guide to promote leadership among female parent/teacher associations and recently has begun to assist communities in fundraising in non-traditional sectors. Efforts included the organization of a national committee to support girls' education and to raise and manage funds contributed by businesses, religious organizations and the media.

#### **USAID Bilateral**

**Education Projects:** Basic Education Expansion Project (BEEP)

**Duration:** Three years and four months (April 1999 – July 2002)

**Principal Partners:** Ministry of Education Girls' Education Cell, World Learning, Save the Children, Africare

**Results:** Increase of 19% in female primary gross enrollment ratios from 1992-1998; increase of 22.5% in estimated female fifth grade attainment rates from 94/95 to 98/99, however there has been a decline in recent years attributed to changes in teacher hiring procedures; formation of a national multisectoral committee to support girls education; development of life skills modules and tools for enhancing female participation in the classroom and community; approximately 50 trainers, 200 teachers and 42 community promoters trained to use the seven tools developed



## **IV. Findings**

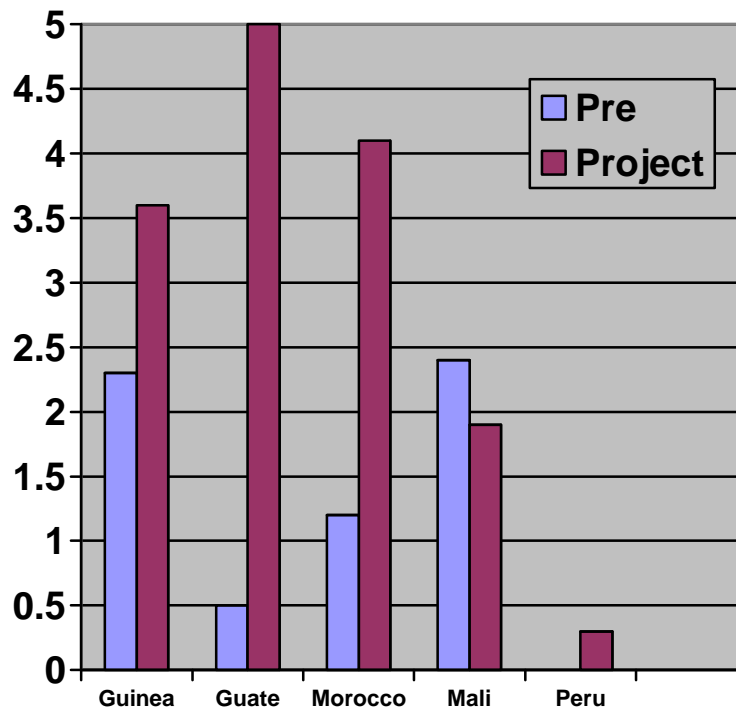
### **A. Strategic Objective**

#### **1. Enrollment of Girls in Primary School**

Increasing access will have a positive effect on the number of girls reaching fifth grade, even if completion rates only remain constant. Thus, change in gross enrollment rates were examined to aid in interpreting the Activity's effect on completion. Data were available to calculate yearly gross enrollment ratios from several years prior to the Activity through at least 2000 for three countries, Guatemala, Guinea, and Morocco. Although female primary gross enrollment ratios are lower in Guinea than in the other two countries (reaching 50% in 2000/01 compared to 87% in Guatemala and Morocco), the trends are similar. In each of these three countries, the average annual increase in female gross enrollment ratios during the years of the Activity was greater than in years immediately preceding the Activity (Figure 1). In addition, the gap in national enrollment ratios favoring boys decreased by 3, 8, and 8 percentage points, respectively. In each case this was a change in the trend from previous years where the gap had remained constant in Guatemala, increased in Guinea, and decreased by less than 2 percentage points in Morocco.

The slight change in female enrollment in Peru, measured in this case by the number of children of the appropriate age at each grade level, reflects the close to full enrollment in that country. Data for Mali were available only for the first two years of the overall Activity, and show a slight drop in the average increase. However, this is prior to the initiation of the EGAT/WID supported project in that country, and the enrollment ratio is increasing.

**Figure 1: Average Yearly Increase in Female Enrollment**



The increases in female gross enrollment ratios mean that 14.5%, 19%, and 16.2% more girls are enrolled in primary school in Guinea, Guatemala, and Morocco, respectively, than before the Activity began. Thus, with a greater number of girls in school, even if the completion rates prior to the Activity remain constant, a greater total number of girls will attain fifth grade.

## **2. Completion Rates**

Tables 1 and 2 present the rates of attainment of fifth grade in five years for cohorts of girls in each of the five emphasis countries. In rural areas, which are the target of the country projects, rates have increased in Guinea, Guatemala, and Peru. In addition, in Guatemala the gap in completion rates between boys and girls has decreased and completion rates for rural girls in Peru and Morocco are higher than those for boys. However, Moroccan children of both genders show a decline in completion in the available data. In Mali, respondents related the decrease in completion rates to the government's move to community schools. This move has caused teachers to lose benefits and forced them to find a community that wants them as its teacher. The general confusion and teacher absence has been seen as lowering educational quality, at least in the short run.

**Table 1: Change in Rural Female Fifth Grade Attainment during the Girls' and Women's Education Activity in Emphasis Countries**

Years		Guinea	Guatemala	Morocco	Mali*	Peru
Guatemala**	Other***					
1993-1997	1996/97	---	18.7	---	42.6	
1994-1998	1997/98	12.3	20.5	---	40.0	
1995-1999	1998/99	13.7	21.6	---	38.6	41.1
1996-2000	1999/00	18.3	24.1	38.6		49.0
	2000/01	20.4	---	36.1		
Change from Baseline		+8.1	+5.4	-2.5	-4.0	+7.9

\* Country as a whole rather than rural \*\* Real cohorts \*\*\*Reconstructed cohorts

In urban areas, there has been an increase in female completion rates in the four emphasis countries for which data are available. Again, in Guatemala the increase in the percentage of urban girls reaching fifth grade is greater than that for boys and urban girls in Morocco and Peru have higher rates of completion than their male counterparts. In Guinea, the increase in completion for boys in both rural and urban areas is greater than that for girls.

Guatemala and Guinea provide the most complete data sets. The Guatemala data are actual cohorts and therefore the most robust information on completion trends available. The increase in female completion rates is around 5%. This, combined with the relatively little change in Morocco, and the decreasing trend in Mali, suggests that an increase of 20% in national completion over the ten-year life of the Activity may be unrealistic. However, the rates of 8% in Guinea and 8% and 14% in Peru leave the question open. It should also be remembered that the scholarship program for rural girls, which has been a major strategy supported by a partnership of the public sector and civil society in Guatemala, has increased female completion at the lower grade levels by 7% and these children have yet to reach fifth grade.

**Table 2: Change in Urban Female Fifth Grade Attainment during the Girls' and Women's Education Activity in Emphasis Countries**

Years		Guinea	Guatemala	Morocco	Peru
Guatemala*	Other**				
1993-1997	1996/97	---	44.5	---	
1994-1998	1997/98	17.9	46.6	---	
1995-1999	1998/99	20.3	46.4	---	60.4
1996-2000	1999/00	14.4	48.9	56.4	74.5
	2000/01	26.1	---	57.7	
Change from Baseline		+8.2	+4.5	+1.3	+14.1

\*Real cohorts \*\*Reconstructed cohorts

In three countries, Guinea, Guatemala, and Peru, data could be disaggregated for regions where the emphasis country projects were working intensively on the local level. Guinea and Peru had similar trends in that both showed increases of greater magnitude than were found in rural areas of the nation as a whole. In Guinea estimated completion among girls in the sub-prefectures where the SAGE Pilot alliances were found increased 26.7% after 1997. However, in the local alliances where SAGE was working less intensively there was a different trend. Schools followed a pattern similar to the alliance pilot schools from 1997/98 to 1999/2000, in that they had greater increases in completion than non-SAGE schools. However in 2000/01, completion rates decreased to below 1997 levels for both boys and girls. This seems to be the result of a number of alliances being located in the Forest Region of Guinea, which has undergone upheaval in the last two years in dealing with the influx of refugees from Sierra Leone and Liberia.

In Ayacucho, Peru, where the New Horizons project, implemented by AIR subcontractor CARE, worked intensively, girls' completion rates increased an estimated 25.9% in rural areas for the two available cohorts. In both Guinea and Peru, completion rates in these areas were above the national rural increases for the period. In the Guatemalan department of El Quiché, on the other hand, increases in female attainment of fifth grade were less dramatic. During the years of the project, there was a 5.3% increase in fifth grade attainment, which was similar to all rural areas. In addition, completion rates in El Quiché were almost 8% below the national rural average, despite the increase.

## **B. Intermediate Results**

### **1. Promotion of Girls' Education by Civil Society Organizations**

#### **a. Number of Organizations**

An assumption of the indicator, *increased number of civil society organizations, including private sector organizations, initiating actions to promote girls' education*, is that a project facilitates a national dialogue on girls' education, and, therefore, an increasing number of organizations will begin to work in the area, as the importance of the issue is recognized. Thus, the focus is on new organizations that undertake actions over the life of the project. As shown in Table 3, the number of organizations grew in each country. However, the growth did not increase each year. In Guatemala and Peru, where a pool of potential organizations was identified from those organizations that participated in national conferences, only 27% and 56% respectively, of the organizations that were identified actually undertook actions during the life of the project. It should be pointed out, however, that the Guatemala project had had a similar girls' education initiative prior to the start of *Proyecto Global* and many of the organizations involved at that time were still active in girls' education. They were not included in the count of new organizations.

Each project was successful in facilitating one or more partnerships of organizations from different sectors that carried out actions in support of girls completing primary school. In Guatemala, Guinea, and Peru, the partnerships were umbrella NGOs with member organizations from several sectors that were to function as coordinating bodies for efforts in girls' education. Guinea and Peru also had local alliances at the sub-prefect and department level, respectively, that had a similar function for locally generated actions. Morocco had two partnerships: *Al Jisr*, a school-private sector partnership coordinated by Wafa bank, and CSSF, an umbrella NGO that worked across sectors. The project in Mali also formed a multi-sector coordinating committee. However, given the nature of the project in Mali, this group has served in an advisory capacity to the project rather than initiating or coordinating actions itself.

Attendance at the International Conference, "Girls' Education: A Development Imperative," was cited by project teams in Peru, Morocco, and Guinea as important in the formulation of partnerships. The Peruvian delegates to the conference became the founding members of the Network for Girls' Education. Some Guinea delegates are involved in the National Alliance, and the opportunity to learn about experiences in forming multi-sector partnerships in other countries provided insights to the National Working Group on strategies to involve the private sector. In Morocco, attendance at the International Conference convinced the minister of education that public sector – private sector collaboration could be successful. The experiences shared by the Guatemalan delegation were seen as important in planning efforts in Peru, Morocco, and Guinea.

**Table 3: Number of New CSOs Initiating Actions by Country and Year**

Country	N. of Orgs.	1997	1998	1999	2000	2001	Total	% of Base
Guatemala	59*	2	4	5	2	3	16	27%
Peru	39*	NA	3	8	8	3	22	56%
Morocco	33	0	2	13	12	6	33	100%
Guinea	29	0	1	20	8	0	27	100%

\*Includes potential organizations

#### **b. Types of Organizations**

Table 4 shows the distribution of actions by type of organization. Only actions that have national or regional scope are included in the table, as community-level actions are discussed elsewhere. Organizations that initiated actions during the life of the project, but had carried out actions previously were also included. This applies only to Guatemala, as in all other countries the organizations working in girls' education were only monitored from the beginning of the EGAT/WID Activity. As can be seen, NGOs, as a group or sector, initiate the greatest number of actions in all countries. The business sector, including philanthropic foundations, makes up 41%, 36%, and 22% of the actions undertaken in Guatemala, Morocco, and Peru, respectively. Project personnel stated that Guinea has had minimum business sector participation, in part, because of the strategy in

that country not to approach the business sector until the coordinating body, FONSEF, had gained legal status as an NGO.

**Table 4: CSO Participation by Country and Type of Organization**

Type/ Country	Guatemala		Peru		Morocco		Guinea	
	No. of Orgs	% of Actions (39 total)	No. of Orgs	% of Actions (54 total)	No. of Orgs	% of Actions (64 total)	No. of Orgs	% of Actions (42 total)
NGO	9	46%	14	56%	19	58%	22	83%
Religious	1	3%	1	2%	3	3%	1	3%
Business	4	18%	3	22%	6	34%	1	3%
Foundation	3	23%	--	--	4	2%	1	3%
Media	2	5%	2	11%	1	3%	4	9%
Education	2	5%	2	9%	0	0	0	0
Total	21	100%	22	100%	33	100%	29	100%

Media, as a sector, has had some involvement with girls' education in all countries. Actions initiated by educational institutions, on the other hand, are limited to Guatemala and Peru. While religious leaders have had a role in some countries in promoting girls' education, actions undertaken by religious organizations specifically in girls' education are minimal in all countries.

### **c. Types of Actions**

As might be expected in an Activity that has the strategic objective of *broad-based, informed constituencies mobilized to improve girls' education in emphasis countries*, a significant percentage of the actions in each country were dedicated to social awareness. Actions included channels such as national media campaigns, newspaper supplements, pamphlets, magazine articles, and fashion shows, as well as national, regional, and local conferences and meetings on the importance of girls' education. Actions related to incentives made up a relatively large proportion of the total actions in Morocco and Guatemala, where scholarship programs were an important national strategy. While some efforts to improve infrastructure were found in all countries, only in Guinea where the focus was on the work of local alliances, did infrastructure make up more than 11% of all actions.

Actions related to informing policy were significant only in Peru, where much of the effort of the Girls' Education Network focused on lobbying for the passage of a law providing rural girls with the right to a quality education. Policy-related actions had also been important in Guatemala prior to the EGAT/WID Activity when awareness efforts such as conferences and meetings with key public sector personnel led to a ministerial

decree on girls' education and the Congressional act of funding a large-scale scholarship program for rural girls.

**Table 5: Types of Actions Undertaken by Country**

Action/ Country	Guatemala		Peru		Morocco		Guinea	
	No.	% of Total	No.	% of Total	No.	% of Total	No.	% of Total
Social Awareness	15	38%	34	63%	15	23%	25	57%
Incentives	10	26%	2	4%	42	66%	1	2%
Policy	1	3%	10	19%	0	0	1	2%
Community Academic Support	3	8%	0	0	0	0	0	0
Curriculum	3	8%	0	0	0	0	0	0
Teacher Training	4	10%	5	9%	0	0	0	0
Infrastructure	3	8%	3	6%	7	11%	17	39%

Actions that might directly support improvements in educational quality, such as curriculum reform, teacher training, and community academic support, were found mainly in Guatemala. This is a result of NGOs and foundations beginning to focus on improving girls' experience in the classroom in schools that they run which are outside the Ministry of Education. Actions in teacher training in Peru were the work of local networks in their areas of action.

#### **d. Resources Leveraged for Actions**

In each of the countries, civil society organizations leveraged resources from non-USAID sources to carry out actions. Table 6 shows the resources generated for national-level actions, by sector, over the life of the projects. In each case the totals are somewhat underestimated, either because the records of participating organizations were not broken out in ways that allowed funding to be specifically attributed to girls' education or because organizations were unwilling to provide exact funding totals. However, the trends in funding for existing data are fairly similar. If the philanthropic foundations in Guatemala and Morocco are included with business, this sector has generated between 55% and 80% of the non-USAID resources for girls' education in three countries. In Guatemala, the business/foundation sector was also responsible for almost 100% of the resources generated for girls' education under the BEST project. The actions financed by this sector have generally been the relatively costly national awareness campaigns and incentive programs.

The exceptions to relatively high business/foundation participation are Guinea and Mali. In Guinea, a conscious strategy of waiting until the umbrella organization FONSEF had legal status before approaching the private sector for funding was followed, and the project in Mali has had more of a technical assistance model of implementation than the other countries.

NGOs have provided between 7% and 100% of the resources invested in national actions to support girls' education in each country. However, only in Guinea, where all of the national-level actions have been funded by NGOs, is the total over 25%. This is in contrast to the relatively high percentage of actions (46% to 88%) initiated by NGOs in each country. This suggests that the actions that NGOs are able to fund are of a relatively smaller scale, although more numerous than those funded by the business sector.

Funding has mostly been generated from sources within a country. Donor agencies other than USAID make up less than 15% of the resources generated in all of the countries. Government resources have been counted in the case of Peru because they are direct contributions for Network actions by government organizations that are members of the Network for Girls' Education. These funds are of a different nature than those paid to the AEN in Guatemala to administer the rural girls' scholarship program. In this case, the fee for service is counted as leverage funding by the NGO and makes up about 4% of the NGO total.

As can be seen in Table 6, local resource generation for actions in girls' education was significantly greater in Guatemala than in other emphasis countries. This was a result of the relatively large number of philanthropic foundations in that country and their long involvement in girls' education. A number of these foundations had large-scale girls' education activities under way when the EGAT/WID activity was initiated in Guatemala.

Investment of local resources in girls' education has been important in Peru and Guinea, where a substantial part of project effort is building departmental networks and local alliances, respectively. The 19 communities in Huanta and Tambo of Ayacucho department in Peru provided the equivalent of \$US 111,171 in goods and services, whereas the total in the 19 local alliances in Guinea was \$US 84,666. As local NGOs are part of the CSSF partnership in Morocco, their contribution has been subsumed in overall NGO total. In Guatemala, where much of the community-level work by the project at the time of the study had been awareness building, no local resource generation was identified.



**Table 6: Non-USAID Resources Leveraged by Country and Type of Organization (in US \$)**

Type/Country	Guatemala		Peru		Morocco		Guinea	
	Amt.*	% of Nat. Total	Amt.	% of Nat. Total	Amt.	% of Nat. Total	Amt.	% of Nat. Total
NGO	775,181	11.5%	12,051	7.2%	21,452	25%	9,494	100%
Religious	0	0	857	1%	426	1%	0	0
Business	374,677	5.6%	92,897	55.2%	51,452	60.7%	0	0
Foundation	4,985,171	74.2%	0	0	2,778	3.3%	--	--
Media	338,095	5%	7,725	4.6%	0	0	0	0
Education	0	0	4,057	2.4%	0	0	0	0
Donor (non-USAID)	241,202	3.6%	23,253	13.8%	8,547	10.1%	0	0
Government	0	0	6,789	4.0%	0	0	0	0
TOTAL	6,714,326	100%	168,395**	88.2%	84,655	100%	9,494	100%
Local NGOs	0	0	111,171		0	0	84,666	
Grand Total	6,714,326	100%	279,566	100%	84,655	100%	94,160	100%

\* Amounts in US\$ equivalents corrected for currency fluctuations

\*\*Peru includes \$20,766 in funds where the funded actions were identified but were not attributable to a particular sector.

## 2. Public Sector Support for Girls' Education

Public sector support for girls' education was measured through actions initiated by the public sector and public sector investment in girls' education. The public sector units that will be involved in girls' education are not likely to grow over time, as such units generally have a somewhat inflexible operational mandate. Thus, the number of actions by the pool of units that might work in girls' education was used as the indicator of public sector support.

### a. Number of Actions by Public Sector Units

In each country the public sector was a member of the partnerships formed through the efforts of the project. The Guatemalan Ministry of Education has been a partner in the efforts of the *Asociación Eduquemos a la Niña* since the first national conference in 1991 that identified barriers to girls' education in the country. In Peru and Guinea, representatives of the Ministry of Education and other ministries are involved in the Network for Girls' Education and the National Alliance, respectively. In Morocco, the ministry works closely with Al Jisr in its school-business partnership and in Mali, there is a government representative on the recently formed committee to mobilize resources for girls' education.

**Table 7: Public Sector Unit Actions Promoting Girls' Education by Country and Year**

Country/Year	Total Units	1997	1998	1999	2000	2001	Total
Guatemala	27	2	6	6	4	1	19
Guinea	6		2	3	4	5	14
Morocco	41	1		5		2	8
Peru	10		12	11	14	2	39

Table 7 shows the actions initiated by government units over the life of the project in each country. In Guatemala, the Ministry of Education and its sub-units at either the central or departmental levels have been responsible for 17 of the 19 actions that took place during the project. The other two actions were by the Secretariat for Promotion of Women. Most ministry actions related to adaptations of materials or curriculum to better meet the needs of girls. Peru had the greatest number of actions by government units. Similarly, in Peru, actions by the Ministry of Education either nationally or on the department level in association with regional networks accounted for 22 of the 39 actions. Many of these actions were related to planning awareness activities, diagnostic studies, and pilot projects. Other units with multiple actions included the ministry charged with defense of children's rights, the Office of the First Lady, and Congress. The most significant of the congressional actions was the unanimous approval of legislation supporting education of rural girls in October of 2001. In Morocco, Ministry of Education activities supporting the scholarship program and Al Jisr were three of the total of eight actions identified. The actions by other public sector units were principally in infrastructure support. The Guinean Ministry of Education has carried out awareness efforts on girls' education through its equity commission and made changes in the curriculum to improve quality in the classroom. These actions are ongoing and predate the project. Other actions include support of National Girls' Education Day by the Ministry of Social Affairs, the Ministry of Communications lowering rates for radio media awareness campaigns, and awareness efforts by the Ministry of Higher Education and the Office of the Prime Minister, which are direct results of project and National Alliance efforts.

### **b. Investment in Girls' Education/Primary Education**

Only Guatemala had a line item in its national government budget documents for girls' education. This was for the scholarship program for rural girls. It totaled about Q 45 million, or more than seven million dollars, from 1997 through 2000. This investment fluctuated between five-tenths of one percent and seven-tenths of one percent of the total education budget over the life of the project.

In order to compare trends, primary education as a percentage of the total education budget has been used as a proxy indicator for investment in girls' education. As shown in Table 8, no consistent pattern across countries emerges. Only Guinea shows a steady increase. In Peru and Morocco, the percent of the education budget allocated to primary education remains relatively constant. Guatemala and Mali show declines through the years of their respective girls' education projects. This suggests that mobilizing constituencies, even where efforts result in new legislation as in Peru and previously in Guatemala, is not likely to affect government spending in the relatively short period of five years. A second explanation is that spending allocated to girls' education, while significant as in the case of Guatemala, may be too small to affect total primary education budgets.

**Table 8: Primary Education as a Percentage of Total Education Budget**

Year/Country	Guatemala	Guinea	Mali*	Morocco**	Peru
1996	56	38	68	26	54
1997	53	39	97	26	55
1998	52	43	58	27	54
1999	47	47	34	26	54
2000	47	46	45	24	54
2001	----	49	---	27	---

\* Includes primary and junior secondary

\*\*Includes primary and secondary

### **3. Improved Knowledge to Implement Policies, Strategies, and Programs for Girls' Education**

The indicator to examine improved knowledge is the number of studies and tools utilized in a country. As utilization could not be observed directly, studies or tools produced, requested, or commissioned by coordinating units within a country were used as the measure. It was assumed that if implementing organizations are producing or requesting empirical evidence on the implementation of actions to improve girls' education, that they will use such information.

There was a general pattern of a greater number of studies being produced in the initiation of a project and tools dominating later in the work. This is to be expected, as

the interest early in the life of the project was to determine the actual situations and areas of action. As actions were started, however, the need was for tools that guided the implementation of actions. This pattern occurred in Guatemala, Morocco, and Peru. As Guatemala had been implementing a similar activity prior to the EGAT/WID initiative, studies predominated in those years. It is interesting to note that several of the studies utilized in Guatemala during the EGAT/WID project were conducted previously. This suggests that in-depth research may not be conducted often, at least in Guatemala, and that studies of girls' education have a long half-life. Guinea and Mali were the exceptions. The tools developed in Guinea related to fostering school-community relationships and advocacy efforts among the local alliances. As Mali was a technical assistance effort, the tools supported implementation of a life skills curriculum for girls and leadership training efforts.

**Table 9: Studies and Tools by Country and Year**

Country/Year	1997	1998	1999	2000	2001	Total
Guatemala						
Tools	1	6	8	3	0	18
Studies	2	0	0	2	0	4
Guinea						
Tools	0	0	1	1	0	2
Studies	0	0	0	0	0	
Mali						
Tools	---	---	0	5	2	7
Studies	---	---	0	0	0	0
Morocco						
Tools	0	0	0	1	2	3
Studies	0	3	1	0	0	4
Peru						
Tools	---	2	1	2	1	6
Studies	---	6	5	2	0	13

In Guatemala, Peru, and Morocco, the project teams found the tools produced centrally through the GWEA to be well developed but not very useful for their needs, as the materials were initially only available in English. By the time the materials became available in Spanish, French, or Arabic, the organizations implementing actions generally had more specific information needs than were found in the documents. In Guinea and Mali, the local focus of their work made the documents of limited utility.

#### **4. Mobilization Leadership to Promote Girls' Education**

The projects used different strategies for involving leaders. In Guatemala, where a substantial amount of resources were being raised, about one-third of organizational representatives made public statements about the allocation of resources for girls' education. Guatemala project staff suggested that this did not show a lack of support among leaders but rather that any proclamations about personal or organization wealth might expose a leader to physical danger. In Peru, the mobilization of leaders was defined as representatives of organizations who made public statements supporting girls' education. Of the 62 organizations identified, 27 leaders had made such proclamations. In Morocco, no evidence was found of leaders who made public proclamations allocating personal or organizational resources for girls' education. It was suggested that lack of such proclamations was due to a fear among leaders that it would be seen as inequitable if leaders were seen as favoring girls over boys. SAGE/Guinea has employed a strategy of working with religious leaders so that such leaders raise awareness about the importance of educating girls at local religious gatherings. Training of local leaders rather than mobilizing leaders with national visibility was the focus of SAGE/Mali's original scope of work. However, at the time of the study, the project had brought together national leaders for a dinner to discuss issues of girls' education. None of those leaders had subsequently issued public proclamations of support.

## **5. Broadened Local Community Participation to Promote Girls' Education**

### **a. Growth in Organizational Membership**

This indicator was difficult to measure because of differences in the types of activities being initiated in each country. The framework assumption was that local community organizations such as PTAs would become involved in girls' education actions and attract those interested in contributing to such actions as awareness of the importance of educating girls grew. Membership growth, when it has occurred, has generally come within the implementing organization. In Guatemala, several organizations reported that they increased staffing to work on girls' education activities, but it was not clear if such staff would be maintained once the activities to which they were assigned were completed. In Peru, there was growth in the number of organizations who were members of the local network in Ayacucho, but not in the local community organizations. Because of a division of labor among USAID projects in Morocco, the GEA project was not expected to work at the community level. Guinea concentrated on defining and implementing the actions of local alliances rather than increasing their size. Similarly, Mali is working with a limited number of PTAs to improve their skills in action planning, project implementation, and monitoring.

#### **b. Community Initiation of Actions that Promote Girls' Education**

Measurement of the number of communities initiating actions that promote girls' education was also difficult. The assumption of the framework is that national and local level actions in girls' education will inform and support one another. The local work is seen as providing ongoing information for national actions. This has limited monitoring of local actions largely to communities with close ties to the project. However, community actions may be taking place on a much larger scale but not monitored carefully. For example, the project in Guatemala works with 16 communities and at the time of the study, 3 of these communities had initiated actions to encourage girls to participate in school. However, when the civil society organizations that are working in girls' education were asked about the number of communities in which they are carrying out actions, the total number was 16,293. In Peru, all of the 19 communities with which the project was working directly in Ayacucho had initiated actions. These actions had generated the equivalent of \$US 111,171 in local resources and were primarily related to school infrastructure improvements. Actions were reported to be under way in the areas of influence of other local networks, but these could not be documented.

In Guinea, the project focused on the 19 local alliances that had been established. All had carried out at least one action, but multiple actions that generated over \$US 80,000 in local resources were carried out in the 6 alliances where the project worked intensively. The *Al Jisr* program in Morocco has reached agreements on what will be done with about 100 communities, but only 3 had initiated actions at the time of the study. Similarly, scholarship recipients were being identified in about 15 communities through local efforts in partnership with CSSF. However, most of the project work was at the national level, as another USAID project was developing the capabilities of communities to carry out actions related to girls' education. Mali is working to build the capacity of local communities to plan and implement actions. The effort is currently focused on 6 communities.

#### **6. Strengthened Teacher Performance to Improve Girls' Primary School Education**

This indicator was added in anticipation that actions by participating organizations would at some point be directed at situations of teaching and learning. At the time of the study, actions of this type had taken place in three countries, Guatemala, Mali, and Peru, and only in Guatemala had the effect on girls' classroom participation begun to be measured. Available data for Guatemala suggested that there had been a decline in girls' participation in the classroom over the life of the project. However, no interpretative data on possible change of teaching staff, or use of the materials developed by *Proyecto Global*, were available to help explain the decline.

## **C. Project Organization**

While not part of the results framework, the assumptions about project organization are important in the implementation of the framework. It was assumed that a small staff of host country professionals could successfully act as a catalyst in building constituencies to carry out actions promoting girls' education. Each country had a staff consisting of a project director and one or two additional support staff. With the exception of Morocco, projects were housed with international NGOs that had some involvement with the project. Project staff in the four countries where the framework was being followed felt that the projects could have been more successful in supporting and monitoring the actions with somewhat larger staffs, given the national and local focus of the effort.

Although staffs were small, they generally took on some of the administrative functions of the coordinating organization during the implementation of the project. Peru and Guinea provided administrative support to the National Network and National Alliance, respectively. Prior to the EGAT/WID Activity, the BEST project also provided such support to the Educate Girls Association for several years, until the organization gained legal status. The Morocco project paid for a CSSF support person when that project was initiating work.

Individuals interviewed in Guatemala, Guinea, Morocco, and Peru also identified the importance of national visibility in building cooperation among civil society organizations with national scope. Such visibility could come about through being associated with a major education project, as was the case with the Girls' Education Program in Guatemala under the BEST Project, working with a well-known NGO, as in the case of the project in Peru, or through the personal experience and contacts of the project director, as occurred in Morocco and Guinea.

## **V. Conclusions, Lessons Learned, and Implications**

### **A. Conclusions**

#### **1. Strategic Objective**

**The EGAT/WID Girls' and Women's Education Activity has had its most obvious effect on increasing the enrollment of girls in primary school.**

In Guatemala, Morocco, and Guinea, the average annual increase in female gross enrollment ratios during the years of the Activity was greater than in years immediately preceding the Activity (Guatemala 4.7% vs. 2%; Guinea 2.8% vs. 2.3%; Morocco 4% vs. 1.2%). In addition, the gap in national enrollment ratios favoring boys decreased by 3, 8, and 8 percentage points, respectively. In Peru and Mali comparative data were not available.

**National female completion rates have generally increased in emphasis countries. However, it is not clear if a goal of a 20% national increase in rural areas over the ten-year period originally envisioned for the GWE Activity could be reached, even if the projects were continued for that period.**

In rural areas, which are the target of the country projects, female completion rates have increased 8.1%, 5.6%, and 7.9% in Guinea, Guatemala, and Peru, respectively. In Morocco, although female completion rates are higher than those of boys, children of both genders show a decline in completion in the available data. In Mali, where data could not be disaggregated by geographic location, a decrease in female completion rates of 4% has been related to government's move to community schools. In urban areas, there has been an increase in female completion rates of between 1.3% and 14.1% in the four emphasis countries for which data are available.

The Guatemala data are actual rather than reconstructed cohorts and therefore the most robust information on completion trends available. The increase in rural female completion rates is around 5%. This, combined with the relatively little change in Morocco, and the decreasing trend in Mali, suggests that an increase of 20% in completion over the ten-year life of the Activity may be unrealistic. However, the rates of 8% in Guinea and 8% in Peru, where each of the projects had been operating for less than five years, leave the question open.

**In target areas where a Girls' Education project works intensively and a local partnership is active, the strategic objective is likely to be reached.**

Two countries, Guinea and Peru, had intensive efforts supported by local networks or alliances in target areas. In each of these countries, estimated increases in female completion rates of greater magnitude than for the rural area as a whole were found. In Guinea, estimated completion among girls in the sub-prefectures where the SAGE Pilot alliances were found increased 26.7% after 1997. Among the alliances where SAGE did not work intensively, gains were found until 1999/2000, when upheaval related to refugees from Sierra Leone and Liberia led to an estimated decrease in completion to below levels at project initiation.

In Ayacucho, Peru, where the New Horizons project, implemented by AIR/CARE, worked intensively, girls' completion rates increased an estimated 25.9% in rural areas for the two available cohorts. In the Guatemalan target area of El Quiché, where *Proyecto Global* had encouraged actions in only a few communities and a local partnership was not yet active, the increase in female attainment of fifth grade was 6.1%.



**Despite increases in completion rates, overall primary completion is low in emphasis countries. This is especially true for rural areas.**

Even with the estimated increases in female completion rates in most emphasis countries, less than half of those rural girls enrolled in school attain fifth grade of primary school in five years. In Guatemala and Guinea, only about one-fourth of enrolled rural girls attain fifth grade. Even in urban areas, more than a quarter of the enrolled girls in Peru do not complete primary school, whereas the figure is 32% in Morocco, 52% in Guatemala, and 74% in Guinea.

**Lack of primary completion is not limited to girls but is a serious problem for children of both sexes, especially in rural areas.**

One-third or less of the male rural primary school population attain fifth grade in five years in Guatemala, Guinea, Morocco, and Peru. In urban areas, the percentage of boys that attain fifth grade ranges between 37% in Guinea to 73% in Peru.

## **2. Intermediate Results**

**Each of the projects was successful in mobilizing a multi-sector constituency to promote girls' education. However, the magnitude of the constituency is unlikely to grow rapidly. Rather, actions will be initiated by a "core" group of committed organizations that generally form part of a recognized partnership.**

In each country, one or more partnerships that included NGOs, the private sector, and public sector members were formed. The members of the partnerships made up the bulk of the new organizations that initiated actions promoting girls' education. However, the number of new organizations that initiated actions ranged from 16 in Guatemala to 33 in Morocco, and the progression of new organizations did not increase steadily over time. Rather member organizations carried out multiple actions.

**Social awareness efforts are likely to be the predominant actions undertaken by civil society organizations on a national scale, at least in the early years of an initiative.**

Social awareness actions made up the largest type of actions carried out in Guatemala (38%), Peru (63%), and Guinea (59%). In Morocco, where a scholarship program was initiated, actions related to this activity predominated (66%), with social awareness actions following (23%). Policy reform was undertaken in Peru and accounted for 19% of the actions. Only in Guatemala, which had the longest experience with forming constituencies and had partnership members that ran schools, were actions related to academic success significant, making up 26% of all actions.

**NGOs are likely to carry out the majority of actions related to girls' persistence in school, but do not generate large amounts of funding to do so. Business is the sector most likely to generate internal resources.**

NGOs in Guatemala, Peru, Morocco, and Guinea carried out 46%, 56%, 58%, and 88% of the identified actions promoting girls' education. However, they leveraged between 7% and 25% of the local resources to support actions in the four countries. In Guatemala, Peru, and Morocco, where private sector participation had been actively pursued, the private sector provided 80%, 55%, and 61% of the resources generated. Guinea had employed a strategy not to seek private sector funding until the National Alliance in that country had obtained legal status, so resources had not yet been provided from that sector.

**Religious sector organizations are unlikely to be active members of partnerships to promote girls' education.**

Religious organizations were minimally involved with the national partnerships to promote girls' education formed in the emphasis countries. They made up between 0% and 3% of the organizations initiating actions. Similarly, only in two countries, Peru and Morocco, were resources leveraged by religious organizations, and in each case the amount made up 1% of the total resources leveraged.

**Government agencies can be active partners in partnerships to promote girls' education. While the participation of such agencies can generate financial support for targeted actions, it is unlikely to change national educational funding priorities, at least in the short run.**

Government agencies were members of a national partnership in each country. In all countries they supported actions carried out by civil society organizations in the partnership. However, only in Guatemala with a congressionally mandated rural girls' scholarship program, was girls' education part of the national budget, and allocations dropped as a percentage of the education budget over time. In Morocco and Peru, national funding for primary education did not change during the lives of the projects, while in Mali and Guatemala, funding as a percent of the education budget decreased.

**Non-USAID funding to support girls' education can be generated without a reliance on other international donor agencies.**

International donors were active partners in Guatemala, Peru, and Morocco. However, their contributions to actions engaged in by civil society organizations to promote girls' education amounted to less than 14% of the total resources generated in any country.

**Studies are more important than implementation tools in the early years of launching a girls' education initiative. Both studies and tools must be in the principal language/s of the country to be utilized.**

In all of the projects, studies were used in planning efforts and in some cases to monitor results of actions. Implementation tools generally were developed after actions had been identified and were generally used at the local level. Despite being well designed and building on international experience, the tools created by AIR were not utilized, as their translation into the principal language of a country occurred relatively late in the life of the project.

### **3. Project Organizational Structure**

**National visibility of the project is critical in providing entry to national leadership in different sectors.**

In each of the projects there was agreement that having national visibility was critical, either through the principal investment in primary education in the country, as in the case of the BEST project in Guatemala, through a nationally recognized implementing organization, such as CARE in Guatemala, or through the personal recognition of the project directors, as in Guinea and Morocco, where formation of the multi-sector partnerships was facilitated.

**Legal status of national partnerships and administrative support are issues that must be resolved if initial success is to continue.**

Project staffs in Guatemala, Peru, Guinea, and Morocco either carried out many of the routine administrative functions for a national partnership or provided support personnel. In Peru and Guinea, neither the responsibility for such functions nor the funding of administrative support had been resolved at the time of the study.

### **B. Lessons Learned**

The EGAT/WID framework assumption that a relatively small team of local professionals can act as a catalyst in bringing together organizations from different sectors to carry out actions promoting girls' education is well founded. Such actions can have a national impact on the participation of girls in primary schooling. While the projects may not be entirely responsible for increased female gross enrollment ratios, the consistency of the trends toward greater female enrollment and a reduction of the gender gap in access during the life of the projects, suggest that they make a contribution.

It is difficult to achieve dramatic change in completion on a national level without focused efforts. Although progress was made in raising fifth grade attainment, national increases over five years were all under 10%. This may be a result of the focus of civil society actions that were largely on building awareness of the importance of girls staying in school, rather than on the school experience and the quality of schooling. This is natural, as civil society organizations in general have little access to formal school situations. Completion rates also appear susceptible to sociopolitical conditions and policy change, as both Mali and parts of Guinea had sudden drops in completion rates as a result of teacher hiring practices and refugee influx respectively.

International conferences can be important in providing leaders from different sectors an opportunity to learn from relevant experience in other countries and identify areas of mutual interest. In the three countries initiating actions at the time of the 1998 International Conference on Girls' Education in Washington, D.C., the conference helped to focus areas of common action.

Civil society participation in girls' education is not likely to grow exponentially. Rather it will be the responsibility of a "core" group of organizations that generally will have the promotion of education in their mission statement. Even among organizations committed to promoting girls' education, the types of actions and the resources available will differ.

The approach of using local project staff to act as a catalyst in bringing together organizations does not need to be a long-term strategy of more than five years. In Guatemala, the core group of organizations that was formed previously continued actions largely without support from the EGAT/WID project, which began to work in the areas of educational quality when not needed as a catalyst. Similarly, although some logistical and administrative issues needed to be worked out, partnerships were in place to continue actions without project support in Peru, Morocco, and Guinea.

For tools and studies to be utilized, they must be available in the language(s) of the country early in the life of a project. Although tools prepared under the core GWEA project were seen by field teams as well prepared, they were generally not used in planning and implementing actions, as they were available only in English early in the project

### **C. Implications**

Although significant progress has been made, a goal of an increase of 20% in female rural primary school completion may be somewhat optimistic on a national level in emphasis countries even if the project were to continue for ten years. No country has increases of more than 8% in rural areas over five years. If only "targeted areas" are considered, a 20% increase across all countries still seems unlikely. Peru and Guinea have already surpassed the strategic objective in their immediate areas of influence. However, Guinea has had a decline owing to circumstances beyond the project's control

in its other alliances and the data for Peru are limited. Guatemala also has had positive gains but is unlikely to reach 20% in a ten-year period, if current trends continue. No relevant local data are available for Morocco and Mali.

Low completion rates for both girls and boys in all countries, even after ten years of promoting girls' persistence and completion of primary school as is the case in Guatemala, suggest that dramatic change in completion rates may require an extended period of time or more targeted actions than have been carried out in the emphasis countries to date. The promotion of the elements of schooling related to quality may be a necessary complementary strategy to awareness and incentive programs that have predominated in civil society efforts.

In planning future investments involving the use of local project staff to act as catalysts, the visibility of the project will be a key consideration. Local technical assistance appears to only have a catalyst role if it has a creditable linkage to a number of sectors that is national in scope.

All sectors are not equally likely to be members of a multi-sector coalition or to participate in the same way. This suggests that as efforts to promote girls' education mature, sector participation should be thought out strategically in terms of the types of resources that different sectors could best contribute.

Successful leveraging of financial resources from non-USAID sources appears to require organizations that are involved with the business sector, if relatively large amounts are to be raised on an ongoing basis. Most of the financial resources for actions promoting girls' persistence and completion of primary school came from the private sector, either from commercial entities or from philanthropic foundations with educational objectives in their mission statements. Substantial support from international donor agencies does not appear likely or necessary to generate sufficient funding to carry out actions of national scope, once national multi-sector organizations to support girls' education are formed.

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## **Appendix A: Operational Definitions**

## OPERATIONAL DEFINITIONS FOR G/WID FRAMEWORK

**Active Support:** A public proclamation, reported in some form of national, regional, or local media that allocates resources for girls' education.

**Action:** A set of coordinated behaviors that result in distinct outcomes related to girls' education through the use of national, regional or local resources. Different classes or types of outcomes include: school infrastructure, incentive programs, community academic support, school-business partnerships, nutritional supplements, curriculum, teacher training, instructional materials, policy formulation, social awareness efforts.

**Civil Society Organization:** A group of individuals that form a legally constituted, non-government association, for a common purpose in a given country.

**Community:** The assemblage of households within the catchment area of a school.

**Completion Rate:** Percent of female students in a cohort entering school in a given year that attain fifth grade in eight years. (Assumes no automatic promotion).

**Emphasis country:** A developing country, with low participation of girls in formal schooling at the primary level, where USAID has opted for a strategy of facilitating collaboration among several sectors (private, religious, public, media) to mobilize human and financial resources to address the situation.

**Female student participation:** Number of interactions by girls with the teacher as a percentage of all student interactions with the teacher, corrected for proportion of girls in the classroom

**Gross Enrollment Ratio:** Definition: Number of female students enrolled in primary school divided by the population of primary school-age girls

**Leader:** An individual named by an organization to by its official representative (organizations can have more than one leader) in activities related to girls' education.

**Tools/Studies:** Written or graphical information or procedures, based on empirical evidence, that provide knowledge on the implementation of activities to promote girls' education. Tools or studies are those produced, requested or commissioned by local entities or commissioned by G/WID in anticipation of country-specific or cross-national information needs

**Analytical Studies:** A compilation of information that presents systematic, empirical findings based on new data or existing data organized in new ways, which inform policy of practice related to girls' education.

**Analytical Tools:** Materials that guide and facilitate the implementation of actions to improve policy formulation and educational practices related to girls' education.



**Local Resources:** Money or cash equivalents for goods and services generated by a local organization to promote girls' education within a country. This includes funds obtained through solicitation of international organizations other than USAID. It excludes those funds provided by international donor to carry out an agenda not explicit in the local organization's mission statement.

**Appendix B:**  
**Guatemala Country Study**





# GEMS

**Girls' Education Monitoring System**

## **GUATEMALA COUNTRY STUDY**

*Prepared for:*

**United States Agency for International Development  
Bureau for Economic Growth, Agriculture and Trade/Office of Women in Development  
Julia Escalona, CTO**

*Project undertaken by:*

**Juárez and Associates, Inc.**

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## Guatemala List of Acronyms

AEN	<i>Asociación Eduquemos a la Niña</i>
AIR	American Institutes for Research
BEST	Basic Education Strengthening Project
CSO	Civil Society Organizations
DIGEBI	Directorate of Bilingual Education of the Ministry of Education
EGAT/WID	Economic Growth, Agriculture and Trade/ Office of Women in Development
FUNDAZUCAR	Foundation of Guatemalan Sugar Growers
FUNRURAL	<i>Fundación para el Desarrollo Rural</i>
GER	Gross Enrollment Ratios
GWEA	Girls and Women's Education Activity
INE	<i>Instituto Nacional de Estadística</i>
JICA	Japanese International Assistance Agency
MEDIR	<i>Medición de Indicadores y Resultados</i>
MINEDUC	Ministerio de Educación
NGO	Non Governmental Agency
PAN	<i>Partido de Acción Nacional</i>
PRONADE	<i>Programa Nacional de Autogestión para el Desarrollo Educativo</i>
SSO	Strategic Support Objective
USAID	United States Agency for International Development
USIPE	<i>Unidad Sectorial de Información y Planificación Educativa</i>

## EXECUTIVE SUMMARY

This document summarizes the findings of a review of progress of the USAID-funded GWEA Project, known as *Proyecto Global*, in Guatemala. The project forms a part of USAID/EGAT/WID Girls and Women's Education Activity. The five-year life of the project is examined in relation to the strategic framework for Strategic Support Objective 2 (SSO 2) *Broad-based, Informed Constituencies Mobilized to Improve Girls' Education*. The study is based on analysis of project documents, manipulation of the available national education statistics for Guatemala and fieldwork conducted in Guatemala during March of 2001.

The GWEA Project differs from other efforts funded under the EGAT/WID Activity in that it is the second project in Guatemala to employ the strategy of using a small local team of specialists to act as a catalyst in mobilizing support for girls' education. USAID's investment in girls' education in Guatemala began in 1991 as a component of USAID/Guatemala's Basic Education Strengthening (BEST) Project. The purpose of the BEST Girls' Education Program was to promote attendance, persistence, and completion of primary school by girls, especially Mayan-speakers and those who were members of other rural populations. The program consisted largely of technical assistance to several initiatives to support girls' education and the development of instructional materials and guides for classroom and community use. The Program supported the organization of national seminars on girls' education and provided technical and administrative support for the *Asociación Eduquemos a la Niña* (AEN), which evolved from the seminars as a coordinating body for different actions in girls' education. The Program also supported tests of incentive packages carried out by FUNDAZUCAR, a foundation of the Guatemalan sugar growers association; development of workshops and manuals; and the design of public sector initiatives, such as the Ministry of Education scholarship program for girls, which has been implemented nation-wide in a collaborative effort with AEN.

As the BEST Project drew to a close, USAID/Guatemala continued to invest in girls' education through a buy-in to the Girls' and Women's Education Activity coordinated by USAID's Office of Women in Development. The GWEA program in Guatemala was implemented by World Learning, a subcontractor to the American Institutes for Research, and began work in May of 1997. GWEA's principal areas of action on initiation of work were to be: 1) providing technical support to the Common Agenda in Girls' Education, a collaborative effort of USAID and the Japanese international assistance agency, JICA; and 2) strengthening the capabilities of the AEN to establish relationships with private sector entities both to encourage investment in girls' education and to assure that activities were coordinated. Much of 1997 was spent in planning the Common Agenda activities. However, it was finally decided that USAID and JICA would work in a parallel and complementary manner rather than the integrated manner envisioned by the Common Agenda. This, together with changes in administration of AEN that required a redefinition of the organization's procedures, forced GWEA to redirect its efforts in 1998.

Consistent with the USAID/Guatemala Strategic Objective #2 *Better Educated Rural Society*, which focuses on improving the education of the rural populace through education



policies and strategies that enhance gender equity and cultural pluralism, GWEA formed a working relationship with the Directorate of Bilingual Education of the Ministry of Education (DIGEBI) and began an awareness program in DIGEBI model schools (*escuelas de excelencia*) for teachers and parents. The sessions focused on the importance of girls attending, as well as staying in school.

In 1998, GWEA also renewed technical support to AEN. This organization had become the conduit for the Ministry of Education scholarship program and requested GWEA management assistance. GWEA also began to develop materials to improve the reading skills of female students. Contacts were also made with the administrative personnel for the department of El Quiché, as this department was to be the focus of USAID work.

From 1999 through 2001, the project dealt with three principal areas of action: awareness campaigns to mobilize leaders to support girls completion of primary school; training teachers to create girl-friendly classrooms; and building community participation in keeping girls in school. The strategy for implementing these actions was to create tools, with local participation, that could then be used by partners to carry out actions. Over the course of 18 months a series of materials for use with girls in the classroom were produced. These materials, called suggestions (*Sugerencias*), were packaged in a loose-leaf binder for dissemination. The positive support for the tool by the Ministry of Education after participation in workshops carried out by the GWEA team has resulted in USAID extending the project in order that 10,000 copies of the manual can be produced. Radio campaigns were also produced and a community discussion manual based on pictorial representations to be used with illiterate parents was developed.

The GWEA project has been implemented in a period of political change. It began as the Peace Accords, ending more than 30 years of civil war, were being initiated and has seen the change of elected governments that went from a pro-business administration to one with a more populist program. The GWEA is completing its work in a severe economic downturn.

## **Principal Results**

- Increases of 5.6% nationally and 6.1% in the target area in rural female fifth grade attainment
- Increases of 21% nationally and 41% in the target area in rural female gross enrollment ratios, due in part to an aggressive program by the Ministry of Education to create schools in isolated areas
- Rural female third grade attainment higher than that for boys, in part a result of the girls' scholarship program
- A "core" group of civil society organizations, made up mainly of NGOs and private sector foundations carrying out actions to promote girls' education
- \$6,473,124 of non-USAID funds leveraged by civil society organizations for actions encouraging the persistence of girls in primary school
- Pedagogical guides, community action manuals and media materials for girls' education created

## **Challenges**

- Completion rates in rural areas remain low with less than one-fourth of female students reaching fifth grade in five years
- Government funding for primary education has had a relative decrease and the government has ended its partnership with civil society in implementing the scholarship program
- Much of the civil society investment in girls' education comes from a few private sector organizations
- Outlets must be found for the tools produced by the GWEA project to ensure utilization
- Girls' participation in the classroom is relatively low

## **Implications**

- The results with actual rather than estimated cohort completion rates, suggest that the EGAT/WID goal of a 20% increase in girls completion rates over ten years may be overly optimistic for Guatemala
- Once a core group of civil society organizations are carrying out actions, the catalyst function of the project may be unnecessary
- The civil society organizations working in girls' education may need to focus on instructional quality, as well as incentives, to ensure higher completion rates

## **GUATEMALA COUNTRY STUDY**

### **I Introduction**

USAID's investment in girls' education in Guatemala has a relatively long time frame when compared to other emphasis countries in the EGAT/WID girls' education initiative. The program began in 1991 as a component of USAID/Guatemala's Basic Education Strengthening (BEST) Project. The BEST project had a number of components that aimed to improve the efficiency, coverage, and quality of basic education services, especially as such services pertained to underserved populations. At the time the project began, it was the only large investment in basic education by an international donor agency.

In the initial phase of the BEST Project, the girls' education effort worked mainly through other project components, to assure that all dealt with issues of gender equity. However, a 1991 national conference on the issue of girls' education and economic development, supported by USAID and other international and Guatemalan institutions,

stimulated cross-sector interest in girls' education and led to the Girls' Education Program taking on broader responsibilities. The purpose of the BEST Girls' Education Program was to promote attendance, persistence, and completion of primary school by girls, especially Mayan-speakers and those who were members of other rural populations. The program consisted largely of technical assistance to several initiatives to support girls' education and the development of instructional materials and curriculum guides. The principal activities were: support in organizing national seminars on girls' education, including a review of international experience, compiling seminar results, and technical support for the *Asociación Eduquemos a la Niña* (AEN), which evolved from the seminars as a civil society organization that had the objective of coordinating different actions in girls' education; technical support to a three-year test of incentive packages carried out by FUNDAZUCAR, a foundation supported by the Guatemalan sugar growers association; development of workshops and manuals for teachers, community members, and local educational administrators on the importance of educating girls and techniques for promoting participation of girls in schooling; and technical support of the Ministry of Education scholarship program for girls. In the last year of the program, emphasis was also given to designing a common agenda for donor support in girls' education.

At the time the program began, Guatemala was second only to Haiti in illiteracy rates among women in the Latin American and Caribbean region. Over 60 percent of Guatemalan women were illiterate compared to 40 percent of men. Among the indigenous populations, the estimates are 90 percent illiteracy rate for women and 73 percent for men. Over 45 percent of Guatemalan women had not completed first grade. Of every ten children who completed primary school, eight were boys and two were girls (USIPE 1988).

## **II Socio-Political Context**

The program also began in a period of unrest in Guatemala, as a decades-long civil war was underway. This war had cost the lives of what is estimated at over 100,000 Mayans who lived in areas of conflict between the Guatemalan army and guerilla forces. Many thousands more fled their homelands because of the war. Thus, programs dealing with indigenous populations were greeted with suspicion by both the government and by the indigenous communities they were to serve. The few existing indigenous organizations at that time were unlikely to call undue attention to themselves by supporting what might be considered controversial programs such as the education of girls.

In addition, the administration of Vinicio Cerezo, the first freely elected government in forty years, was completing its term in office. A second presidential election took place successfully in 1991, bringing Jorge Serrano to power. However, less than two years into office, Serrano attempted a "self-coup" (*auto-golpe*) which was similar to that which had taken place in Peru several years earlier. Negative international

and internal reaction led to the president fleeing the country and to the appointment of an interim government. The interim president, Ramiro de León Carpio, made headway in negotiations with the guerillas, but no peace agreement was reached. Two years later, power again changed hands through the election process, and the new government of Álvaro Arzú and the *Partido de Acción Nacional* (PAN) was able to negotiate a peace agreement with the guerilla forces in 1996. The official cease-fire went into effect in January 1997. As a result of the improved climate created by the peace process, both indigenous groups and women's organizations proliferated. These groups were active in promoting the goals of the peace accords, which included formation of a pluralistic society and the participation of women in all aspects of Guatemalan life.

The PAN government was also pro-business and was able to attract international investment to the country subsequent to the signing of the Peace Accords. Much of the investment was in improving infrastructure to facilitate the sale of goods and services. PAN served one term and was replaced through popular vote in December of 1999.

The populist, *Frente Republicano Guatemalteco* party, with Alfonso Portillo as President, has had difficulty in attracting international investment because of its anti-business leanings and the presence of a former dictator, Efraín Ríos Montt, as the leader of the party. This, combined with reported government corruption, severe climatic conditions that have affected crops, and decreasing prices for many agricultural goods, has thrown Guatemala into an economic downturn at the beginning of the 21<sup>st</sup> century.

### **III The GWEA Program**

#### **A Project Development**

USAID/Guatemala has continued to invest in girls' education through a buy-in to the Girls' and Women's Education Activity coordinated by USAID's Office of Women in Development. The GWEA program, which in Guatemala is known as *Proyecto Global*, began work in May of 1997, as a five-year effort. The project supported constituency building at the national level and participatory action for girls' education in local communities and schools serving indigenous populations. GWEA overlapped with the final year of the BEST Girls' Education Program in order to ensure continuity in actions. During this period, the Ministry of Education and the AEN reached an agreement that the Association through one of its members, FUNRURAL, would administer the Ministry's scholarship program. It was planned that the scholarship program would increase over five years from 15,000 recipients to about 45,000 recipients.

GWEA's principal areas of action on initiation of work were to be: 1) providing technical support to the Common Agenda in Girls' Education, a collaborative effort of USAID and the Japanese international assistance agency, JICA; and 2) strengthening the capabilities of the AEN to establish relationships with private sector entities both to encourage investment in girls' education and to assure that activities were coordinated. According to GWEA personnel, much of 1997 was spent in planning the Common Agenda activities. However, it was finally decided that USAID and JICA would work a parallel and complementary manner rather than the integrated manner envisioned by the Common Agenda. This, together with changes in administration of AEN that required a redefinition of the organization's procedures, forced GWEA to redirect its efforts in 1998.

Consistent with the USAID/Guatemala Strategic Objective #2 *Better Educated Rural Society*, which focuses on improving the education of the rural populace through education policies and strategies that enhance gender equity and cultural pluralism, GWEA formed a working relationship with the Directorate of Bilingual Education of the Ministry of Education (DIGEBI). The director of DIGEBI named a specialist in girls' education to work with GWEA. GWEA began an awareness program in DIGEBI model schools (*escuelas de excelencia*) for teachers and parents. The sessions focused on the importance of girls attending, as well as staying in school.

In 1998, GWEA also renewed technical support to AEN. This organization had become the conduit for the Ministry of Education scholarship program and requested GWEA management assistance. Late in the year, the program began to work with the Guatemala Reading Council (*Consejo de Lectura*) to develop materials to improve the reading skills of female students. Contacts were also made with the administrative personnel for the department of El Quiché, as this department was to be the focus of USAID work.

The GWEA plans for 1999 dealt with three principal areas of action: awareness campaigns to mobilize leaders to support girls completion of primary school; training teachers to create girl-friendly classrooms, and building community participation in keeping girls in school. The strategy for implementing these actions was to create tools, with local participation, that could then be used by partners to carry out actions. In order to provide tools to local communities, a needs assessment was undertaken. However, the study went beyond simply interviewing local respondents and attempted to elicit a series of local terms that defined how community members felt about a number of education issues. As a result of the complexity of the study, it took more time to complete than originally anticipated. It was begun in January 1999 and completed in October of the same year. As the data were necessary to use the proper vocabulary and language for designing messages for parents, work on community participation was delayed.

The focus of GWEA work was on teacher training. GWEA staff examined materials for teacher training developed under the BEST girls' education component and determined that these materials were too complex for teachers in El Quiché and did not focus specifically enough on reading. A workshop was given to 50 DIGEBI teachers on improving girls' reading skills. The workshop was taped and the program produced cassettes that were designed to help others carry out workshops of this type. As a follow-up to the workshop, GWEA began working with a core group of 18 teachers who had participated in the training. Over the course of 18 months a series of materials for use with girls in the classroom were produced. These materials, called suggestions (*Sugerencias*), were packaged in a loose-leaf binder for dissemination. The positive support for the tool by the Ministry of Education after participation in workshops carried out by the GWEA team has resulted in USAID extending the project in order that 10,000 copies of the manual can be produced.

While community work began through the use of the participating teachers as links to their respective communities, delay in the production of the situational analysis prevented work on tools such as awareness campaign materials and manuals. Work focused on community meetings to discuss the importance of girls going to school in 16 communities of El Quiché.

During 2000, radio campaigns were produced and a community discussion manual based on pictorial representations to be used with illiterate parents was developed. Unlike the *Sugerencias* that were developed by teachers, with technical support from GWEA, these materials appear to have been largely the work of paid specialists who were experts in each area. In addition, a national meeting on girls' education was held. This meeting was to involve the government, NGOs and the private sector and had the objective of assisting the newly elected government to develop its strategies with regard to girls' education. However, owing to miscommunication between GWEA and AEN, many potential private sector participants were omitted.

At the time of this review, the radio spots were being tested in sample communities and the draft community discussion manual was being reviewed by USAID.

The GWEA director stated that there are a number of potential users for these materials and was hopeful that they would be disseminated before the completion of the project

## **B Project Organization**

World Learning, a U.S.-based NGO that did not have legal status in Guatemala, administered the project, as a subcontractor to the American Institutes for Research (AIR). The project staff consists of a Coordinator and an administrative assistant in Guatemala City and a gender specialist in El Quiché. The lack of a national presence was mentioned by staff as an inhibiting factor in GWEA furthering the national dialogue on girls' education. This was especially true after the failure of the Common Agenda and prior to World Learning being contracted to carry out a bilingual education project, which increased the organization's visibility.

Staff members also felt that their work was hampered by the small staff size as it related to the need to work at both the local and national level. While the idea of technical assistance being carried out by a local Guatemalan team was seen to be valid, more human resources were felt to be needed to meet the broad scope of work required by the EGAT/WID strategy.

## **IV Findings**

This section presents the findings of the performance review team. Findings are organized in terms of each of the intermediate results of the EGAT/WID framework for SSO2. The findings are based on meetings in Guatemala involving representatives of USAID/G-CAP, members of the GEMS team, the director of the GWE Activity and representatives of various partner organizations. They also include review of findings of a monitoring survey carried out by the GWEA project in Guatemala, as well as other secondary sources.

### **A Trends in Gross Enrollment Ratios and Completion Rates**

#### **1. Enrollment**

Rural indigenous girls are the primary targets of the GWEA program in Guatemala. Thus, national rural gross enrollment ratios and completion rates for rural girls are reported. GERs and completion rates are also reported for the department of El Quiché, which is the special focus of USAID/G-CAP and a specific target area for the GWEA program. Enrollment and completion data were obtained from the Ministry of Education database and population estimates from the National Institute of Statistics (INE). Fifth grade completion rates for rural girls were calculated using only those schools for which complete data were available during the five years of tracking a given cohort.

Table 1 shows the total increase in gross enrollment ratios from the 1995 baseline year for girls and boys. Enrollment ratios have increased substantially for both males and females. Both nationally and in El Quiché, girls' enrollments have increased slightly more than boys. However, girls have made up only 3-percentage points of the 13-percentage point gap that existed in 1995. In El Quiché the difference has been reduced by 6%. This may in part be the result of capping gross enrollment ratios at 105%, a level reached by boys in El Quiché in 1999.

The increase in gross enrollment ratios in rural areas is largely a result of the work of the PRONADE program. This program is a semi-autonomous arm of the Ministry of education that began work in 1992. It is designed to create schools in hard-to-reach areas of the country. The program supports communities, which meet certain criteria, in establishing a school and implanting a primary education delivered by local teachers identified by the community. The program has been responsible for over 250,000 new enrollees in its years of operation (PRONADE, 2000).



Table 10: Change in Guatemala Rural Primary Gross Enrollment Ratios by Gender: Nation and El Quiché

Year	National				El Quiché			
	Male %	Change From Baseline	Female %	Change From Baseline	Male %	Change From Baseline	Female %	Change From Baseline
1995	79		66		70		52	
1996	80	+1	67	+1	75	+5	57	+5
1997	81	+2	68	+2	78	+8	60	+8
1998	90	+11	77	+11	96	+26	76	+24
1999	99	+20	86	+20	105	+35	91	+39
2000	97	+18	87	+21	105	+35	93	+41

Sources: MINEDUC base de datos 1991-2000; INE Estimaciones y Proyecciones de Población 1990-2010

## 2. Completion

Change in attainment of fifth grade in rural areas also follows a pattern of general increase (Table 2). The relative change in completion rates is much less than enrollment ratios. Nationally, boys' completion has increased 5.3%, whereas that of girls has increased 5.6%. However, only about a quarter of the enrolled children of either gender reach fifth grade in five years. In El Quiché, completion rates are lower than the national rates for both boys and girls. Further, girls do not follow the pattern of a consistent increase each year that is found nationally. Although girls' attainment of fifth grade has increased 6.1%, they have lower completion rates than boys.

Although not the target in Guatemala, the completion rates for urban girls have also increased. They have gone from 42.5% in 1995 to 52.5% in 2000. In 1995, completion rates for boys in urban areas were 42.7%. The increases in boys' completion rates were less than those of girls, reaching 51.2% in 2000.

Table 11: Change in Rural Fifth Grade Attainment by Gender: Nation and El Quiché

Year	National				El Quiché			
	Male %	Change from Baseline	Female %	Change from Baseline	Male %	Change from Baseline	Female %	Change from Baseline
1995	21.7		18.5		12.4		11.0	
1996	21.4	-0.3	18.6	+0.1	13.6	+1.2	11.3	+0.3
1997	22.0	+0.3	18.7	+0.2	14.3	+1.9	10.9	-0.1
1998	23.3	+1.6	20.5	+2.0	13.9	+1.5	9.5	-1.5
1999	23.8	+2.1	21.6	+3.1	17.4	+3.0	14.7	+4.7
2000	26.0	+5.3	24.1	+5.6	19.6	+7.2	16.1	+6.1

Source: MINEDUC base de datos 1991-2000

Given the emphasis on scholarships for rural girls by the Ministry of Education and the civil society organizations involved in girls' education, completion rates for the first three grades, which were the target grades for the scholarship program, were examined. Beginning in 1997, the first year of the partnership between the Ministry of Education and the AEN for administration of the scholarship program, completion ratios went up consistently for girls nationally. Boys' completion rates, on the other hand, were stagnant and girls surpassed boys for the 1997-1999 cohort. This is the first complete cohort of the scholarship program to reach third grade. Completion rates for this cohort are also higher than those of boys in El Quiché. The second cohort in 2000 continues the trend. Girls' completion rates continue to increase and remain higher than those of boys. Boys' completion rates, however, also begin to increase. Total increases for girls, from the 1995 baseline, are 7.1% and 9.5% nationally and in El Quiché, respectively.

Table 12: Change in Rural Third Grade Attainment by Gender: Nation and El Quiché

Year	National				El Quiché			
	Male %	Change from Baseline	Female %	Change from Baseline	Male %	Change from Baseline	Female %	Change from baseline
1995	30.4		28.5		25.2		20.4	
1996	31.6	+1.2	30.6	+2.1	22.2	-3.0	18.2	-2.2
1997	32.2	+1.8	30.8	+2.3	26.7	+1.5	22.6	+2.2
1998	32.9	+2.5	32.6	+4.1	26.0	+0.8	22.0	+1.6
1999	32.1	+1.7	34.1	+5.6	26.7	+1.5	28.0	+7.6
2000	34.6	+4.2	35.6	+7.1	29.1	+3.9	29.9	+9.5

Source: Proyecto MEDIR 2001 Indicator Report

The scholarship program seems to be having a positive affect on girls' completion rates. However, only about a third of the children of either gender reach third grade. Given the greater number of girls enrolling in first grade (208,713 in 1999 versus 149,667 in 1995), it is doubtful that scholarships alone can solve the problem of persistence, owing to the relatively high cost.

## **B Trends in the Promotion of Girls' Education by Civil Society Organizations**

### **1. Organizational Participation**

Examining "the number of civil society organizations, including private sector organizations that initiate actions to promote girls' education" required a special strategy, given the longevity of efforts in Guatemala. Two different populations of organizations were established: those who had participated in the original national forum of 1991; and those who had participated in subsequent forums. These baselines were used to determine the number of additional "old" organizations and the number of "new" organizations that had initiated their first actions since 1997 when the GWEA project

began in Guatemala. The total number of organizations initiating actions is also reported. The legal status of an organization was determined as part of a survey of organizations conducted in 2001.

Table 4 shows the organizations initiating actions promoting girls' education for the first time. Over the ten years of activities to promote girls' education in Guatemala, 77 organizations have shown interest in the efforts by participating in a national forum on the issue. Of the 43 organizations that participated in the initial forum in 1991, 18 or 42%, initiated actions prior to the GWEA. Since 1997, only one additional organization of the original group has initiated actions in girls' education. New organizations that participated in subsequent forums totaled 34. Of these, a total of 15, or 44%, have initiated actions during the course of the GWEA project. Thus, the relative frequency of new organizations has been consistent over the history of girls' education initiatives. It is important to note, however, that the Guatemalan case suggests that the original participants in the organizing meetings that do not initiate actions are unlikely to do so over an extended period of time. Rather new organizations, in the sense of being first-time participants in girl's education, are the more likely targets of opportunity.

Only new organizations initiating actions are included in the table. Many of those organizations that initiated actions previously have continued these actions throughout the period under study. However, the supposition of the framework is that there will be an increasing participation of civil society organizations. The yearly totals of organizations that initiate actions do not suggest an increasing build-up of organizations and increasingly greater cumulative action over time, as after increasing to five new organizations initiating actions in 1999, the total has been only two or three in subsequent years.

Table 13: Number of Guatemalan CSOs Initiating Actions in Girls' Education by Year

Org/ Actions	Base	Pre 1997		1997	1998	1999	2000	2001	Total	
	No.	No	%	No	No	No	No.	No.	No	%
Original	43	18	42%	1	0	0	0	0	19	44%
New	34	0	0	1	4	5	2	3	15	44%
Total	77	18	23%	20	24	29	31	34	34	44%

Source: Villagrán "Encuesta de Instituciones" Proyecto Global 2001; Leal (personal communication); Nuñez (personal communication).

## 2. Types of Actions

Table 5 shows the actions engaged in by different types of organizations since 1997. It includes both organizations that had ongoing actions during the period, and those discussed previously that engaged in actions for the first time. As can be seen, most organizations initiated more than one type of action and carried out a total of 39

actions in the different categories from 1997 to 2001. Social awareness actions, such as media campaigns and newspaper supplements on the importance of educating girls, made up the greatest percentage of all actions at slightly less than 40% of the total. Incentive programs made up the next largest percentage of actions. They were over a quarter of the actions and related to support of scholarships for girls and school food programs. Actions that would seem to affect classroom behavior and educational quality, such as curriculum development and teacher training, combined, made up only about 18% of the actions.

NGOs initiated the greatest percentage (46%) of the identified actions. However the business sector, as represented by commercial business and philanthropic foundations of commercial business also implemented over 41% of the actions. The relative frequency with which other types of organizations initiated actions was similar. Media, Education and Religious sectors initiated 5%, 5% and 3% of actions promoting girls education, respectively

Table 14: Actions initiated by CSOs by Type of CSO and Type of Action

Type of Action/ Org			Infra- Structure	Incentives	Comm. Academic Support	Curric.	Teacher Training	Policy	Social Awareness
	No*	No. of actions	% of Total	% of Total	% of Total	% of Total	% of Total	% of Total	% of Total
NGO	36	18 (46%)	1 (3%)	4 (10%)	1 (3%)	1 (3%)	3 (8%)	0	8 (20%)
Religious	5	1 (3%)	0	0	0	1 (3%)	0	0	0
Business	16	7 (18%)	1 (3%)	3 (8%)	0	0	0	1 (3%)	2 (5%)
Foundation	13	9 (23%)	1 (3%)	3 (8%)	2 (5%)	0	0	0	3 (8%)
Media	4	2 (5%)	0	0	0	0	0	0	2 (5%)
University	3	2 (5%)	0	0	0	1 (3%)	1 (3%)	0	0
Total	77	39	3 (8%)	10 (26%)	3 (8%)	3 (8%)	4 (10%)	1 (3%)	15 (38%)

\*Includes potential organizations

Source: Villagrán "Encuesta de Instituciones" Proyecto Global 2001

### 3. Commitment

In order to obtain an indicator of commitment to girls' education, organizations were asked if they planned to continue working with issues of girls' education in the near future. Table 6 shows that commitment is surprisingly low among NGOs, with only slightly more than 50% stating that they would continue. The split is almost totally along size, affiliation, and type of involvement. All but one of the NGOs with international affiliations, including AEN, stated that they would continue. Local Guatemalan NGOs that had generally carried out one activity in the area said they would not. This response appears to be closely tied to a perception of available funding. The businesses and foundations that stated a continued presence in the area of girls' education were those that have provided long-term support dating from the first girls' education program.

When the same question was asked of representatives of public sector

organizations. All of the Ministries that had carried out actions responded affirmatively. The one exception was the Congress, which did not see a continuation of actions after 2001.

Table 15: Organizations Showing Commitment to Continue Working in Girls Education

Sector	No.	Yes	No
NGO	15	8 (53%)	7 (47%)
Religious	5	4 (80%)	1 (20%)
Business	9	4 (44%)	5 (56%)
Foundation	6	4 (66%)	2 (33%)
Media	3	2 (66%)	1 (33%)
University	1	1 (100%)	
Total	39	23 (59%)	16 (41%)

Source: Villagrán "Encuesta de Instituciones" Proyecto Global 2001

## C Trends in Public Sector Support of Girls' Education

Table 7 shows the public sector units that deal in some way with girls' education. Although the guidance calls for a cumulative total to be reported, public sector units were examined by year over the course of the GWEA project to assess trends engendered by changes in government. Seven public sector units have initiated 19 actions. The Ministry and its key departments have initiated a total of twelve actions in the five years of the GWEA project. In addition, several department education offices have also initiated actions. These actions have focused on adaptations of materials developed under the girls' education program of the BEST project. Seven departments have also been involved in girls' education actions funded by JICA. These actions were not counted, as they were an initiative of the donor agency rather than the departments, themselves. It is interesting to note, that the new government took action in the area of girls' education soon after taking office in 2000, as the Ministry of Education initiated more actions in that year than at any time during the project. However, only one new action was identified in 2001. This was support of training MINEDUC personnel in the use of the teachers' guide, *Sugerencias*, developed by the GWEA project.

Table 16: Public Sector Units Initiating Actions in Girls' Education by Year

Units	1997	1998	1999	2000	2001	Total
MINEDUC	2			3	1	6
PRONADE			1			1
DIGEBI		2	2			4
SIMAC		1	1			2
SOSEP		1		1		2
Departments		2	2			4
DIGEBI/Quiche						
Other Ministries						
Total Actions	2	6	6	4	1	19

Sources: Villagrán "Encuesta de Instituciones" Proyecto Global 2001; Nuñez 1997

## D Trends in Leveraging Resources

In order to determine the number of CSOs with increased resources leveraged from non-USAID sources, a survey was carried out with those organizations that had shown interest in girls' education by participating in a national meeting. As shown in Table 8, thirteen organizations stated that they had increased resources specifically for girls' education from sources other than AID, during the period of the GWEA program. These organizations came principally from the NGO and foundation sectors, where almost all of the organizations that initiated actions also increased resources from non-USAID sources. The single religious organization that engaged in actions specifically for girls' education also stated that non-USAID resources had increased. Additionally, one business said that it had increased the resources allocated to girls' education.

Table 17: Organizations Stating Increased non-USAID Resources by Organization Type

Sector/ Increased Resources	No. of Potential Organizations	No. w/actions	No. with increased resources
NGO	36	9 (25%)	8
Religious	5	1 (20%)	1
Business	16	4 (25%)	1
Foundation	13	3 (23%)	3
Media	4	2 (50%)	0
University	3	2 (66%)	0
Total	77	21 (27%)	13

Source: Villagrán "Encuesta de Instituciones" Proyecto Global 2001

Not all of these organizations were able to provide detailed information on amounts of resources by year. Table 9 provides a summary of trends in resource generation for the seven organizations providing such information. As can be seen, the majority of local funds dedicated to girls' education were generated through the work of foundations. These private sector philanthropic organizations generated close to five million US dollars in local currency. The bulk of this investment, as reported previously, was in large-scale incentive programs such as scholarships for girls and school food programs. About one third of the total investment was in training of teachers, communities and support personnel.

NGOs generated over \$800,000. These funds were invested in a wider variety of actions, with training of teachers making up a fairly large percentage of the total. Businesses and the media produced similar levels of funding. Administrative support costs for AEN, which came from managing the government scholarship program is included in this total. Much of the business contribution was income foregone to provide services, such as free accounts for the girls' scholarship program and designing social awareness programs. Investments in scholarships, and donations to NGOs were also part of the business contribution. Media contributions were in income foregone for publishing special supplements on girls' education.

Table 18: Guatemala Non-USAID Investment in Girls' Education 1997-2001

Org	1997		1998		1999		2000		2001*		Total	
	Intl	Nat	Intl	Nat	Intl	Nat	Intl	Nat	Intl	Nat	Intl	Nat
NGO	21,529**	47,499	21,329	64,872		242,203		255,107		165,500	42,858	775,181
Relig.												
Bus		37,028		53,031		89,051		60,880		134,686		374,677
Foun		110,550		330,172	58,092	2,124,465	88,568	2,176,705	51,665	243,280	198,344	4,985,171
Media				338,095								338,095
Uni												
Total	21,529	195,077	21,329	786,171	58,092	2,455,719	88,586	2,492,692	51,665	543,466	241,202	6,473,124

Source: Confidential Accounts of Participating Organizations

\* Estimated for first six months of the year.

\*\* Amounts in USD corrected for annual local currency fluctuations

Totals in 2001 were estimated for the first six months of the year. As can be seen, they are less than half of that of the previous two years. This is, in part, the result of Ministry of Education making the decision to administer the girls' scholarship program rather than outsource this administration to one of the partners of the AEN, FUNRURAL, as had been done since 1997. This change resulted in a reduction in the funds generated by AEN, which had negotiated administrative costs with the Ministry.

Support from international organizations, other than USAID, was close to a quarter of a million dollars. This was less than four percent of the total funds generated and was mostly for scholarships.

The total funding for the GWEA project, including a percentage of "core project activities, was approximately 1.6 million dollars (Brush, 2001). Of this total, about

\$950,000 was used for the actual operating expenses of GWEA in Guatemala.

The total amount is somewhat higher than that leveraged during the BEST project. However, the trend of greater local funding than USAID investment was also found during that period. The local resources generated were estimated at \$3,234,578, for the period 1992-1996 (see Appendix A). Foundations generated over 99% of these resources, and over half of the foundation resources went to social awareness campaigns. The pilot program to test the viability of scholarships in relation to other types incentives, *Eduque a la Niña*, accounted for a large percentage of the remaining funding by foundations. About \$200,000 of these resources came from international donor funds. The funding for operating the Girls' Education Programs was roughly \$1.1 million from 1990 to 1997 (Juarez, 1997).

## **E Trends in Public Sector Investment**

Public sector investment was defined as the percentage of the Ministry of Education budget that is allocated to girls' education. Where such data were not available or kept, rural primary education as a percentage of the Education budget was used, as a proxy. Where these data were not available, primary education as a percentage of the education budget was used to track trends. It is obvious that such an indicator only makes sense where there are targeted percentages within an overall strategy, as if taken to a logical conclusion, using this indicator would lead to the entire Ministry budget going to girls' education or primary education. However, given that all of the countries have limited investment in primary education, the indicator is useful in the short-run. These data were gathered from the Ministry of Education annual statistical yearbook.

As shown in Table 10, public sector investment in primary education has decreased over the years that the GWEA project has been in operation. The decrease is especially dramatic with the change of government in 1999. Although there has been a gross increase in the primary education budget in the first two years of the government, the percentage of the budget devoted to primary education has dropped over five percent. It is also interesting to note, that the government has stopped reporting on budget allocations to rural education, despite having its main constituents in the rural areas. Girls' education is represented by the allocation to the scholarship program.

Table 19: Primary and Rural Primary as a Percentage of the Total Education Budget by Year (Q. millions)

<b>Year/Category</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>
Education	1,559	1,425	1,782	2,135.3	2,692.3
Primary	867	750	924	1,004.2	1,255.6
Percent of Education	55.6%	52.6%	51.8%	47.0%	46.6%
Rural Primary	522	376	423	Na	Na
Percent of Education	33.5%	26.4%	23.7%	Na	Na



Girls Education	1.6	10.3	10.9	13.1	13.6
Percent of Education	.1%	.7%	.6%	.6%	.5%

Source: Anuario Estadística MINEDUC

## **F Trends in Improved Knowledge to Implement Policies, Strategies and Programs for Girls Education**

Bibliographies from several retrospectives on girls' education were used to establish baseline of analytical tools and studies. These were then reviewed to determine if they met the criterion of utilization established in the guidance. Again, although the guidance called for a cumulative total, tools and studies were divided by the years since 1997 in which they were used, in order to identify trends.

Table 11 shows that 22 tools or studies have been commissioned, produced, or requested by Guatemalan organizations involved in girls' education. This compares with 15 studies and tools in the years prior to 1997. In the early years of efforts in girls' education in Guatemala, studies predominated, suggesting the importance of testing actions in the early years of an initiative. With the maturing of efforts, it appears that there has been a greater need for tools that aid in the implementation of actions.

Table 20: Number of Analytical Tools and Studies by Year

<b>Type</b>	<b>Pre-1997</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>Total</b>
Tools	5	1	6	8	3	18
Studies	10	2	0	0	2	4
Total	15	3	6	8	5	22

In the case of studies, three of the four cases were utilization of studies produced prior to 1997. The only exception was an evaluation of the scholarship program commissioned by the Ministry of Education in 2000. Six of the tools produced prior to 1997 were also used by a new organization. Three new tools, dealing with girls' rights, training of teachers, and implementing a local scholarship program, were produced. The remaining nine tools were adaptations of tools produced under the BEST Girls' Education project. No requests for the packet of materials produced centrally by the GWEA project were documented. Local Guatemala staff felt that the initial production of these tools in English limited their usefulness, as the forums for presenting the materials for review occurred prior to their translation into Spanish.

## **G Trends in Mobilizing Leadership to Promote Girls' Education**

The number of leaders who made public proclamations allocating resources for girls' education was determined through a survey of organizations. Organizations were asked if organizational representatives had made such statements in a given year. Table

12 shows that 10 leaders, of the 36 civil society organizations that actually initiated actions during the period that GWEA has been in operation, made public proclamations allocating resources for girls' education. Leaders of a number of the organizations that had been participating in girls' education since the early 1990s had made statements prior to 1997. The statements were consistent with the types of actions engaged in by the organizations and related to funding for scholarships, or allocation for resources for social awareness campaigns or teacher/community training materials.

Table 21: Organizations Stating that Leaders Publicly Identified Organizational Resources by Year and Organization Type

Year/Organization	No. of Potential Organizations	Pre 1997	1997	1998	1999	2000	Total
NGO	36	6	2	1	1		10
Religious	5	3				2	5
Business	16	1					1
Foundation	13	5	1			1	7
Media	4	1				1	2
University	3		1				1
Total	77	16	4	1	1	4	26

Source: Villagrán "Encuesta de Instituciones" Proyecto Global 2001

There was, however, a consensus among GWEA staff that this indicator is underestimated. This is because, in Guatemala, it is uncommon for leaders other than politicians to make such proclamations about resources, either personally or on behalf of their organizations, for fear of personal safety. The reluctance of business leaders to make public statements on issues of resources, was borne out by the survey, as only one of the 16 business sector organizations surveyed responded affirmatively.

## H Trends in Broadened Local Community Participation to Promote Girls' Education

This indicator includes only CSOs other than the private sector. Private sector organizations generally do not attempt to increase membership, but rather look to increase production and thereby reduce personnel. Public sector organizations may have the same objectives and law often determines the size of public sector membership. As the indicator focuses on "growth in membership within organizations that promote girls' education," only those organizations that have initiated actions were counted. Questions on membership were part of the survey of organizations.

NGOs, religious organizations and foundations were included in the study. All of the nine NGOs that had initiated actions stated that their membership had increased during the life of the GWEA project. Similarly, the one religious organization that had initiated actions specifically related to girls' education reported a growth in membership.

The two principal foundations acting in girls' education, Castillo Córdoba and FUNRURAL also reported growth in membership. However, such membership has increased staff to handle expanding actions during the period that GWEA was in operation. These organizations expected staff to be decreased if actions were discontinued.

Organizations were also asked the number of communities in which they were working with girls' education. Table 13 shows the magnitude of the work by sector. Consistent with the information on the leveraging of local resources, foundations have the greatest coverage. This is due both to the nature of the programs that they are administering (scholarships and school lunches) and their mission to work with schools in their own areas of influence (e.g. coffee and sugar plantations).

Table 22: Number of Communities by Organization Type

	No.	No. of Communities	Average
NGO	12	1368	114
Religious	3	500	166
Business	4	119	30
Foundation	5	14,256	2851
Media	Na		
University	1	50	50
Total	25	16293	652

Local NGOs tend to work with a small number of communities in a particular region. The total shown in the table is inflated somewhat by the two NGOs with international affiliations that reported working with more than 500 communities each. It would also be higher if the 3500 communities involved in the scholarship program were counted with AEN. They have, however, been included with FUNRURAL, the actual implementing organization during the period, in order to avoid double counting. Both businesses and universities tend to work with a small number of communities.

## **I Trends in Strengthened Teacher Performance to Improve Girls' Primary School Participation**

The baseline for the GWEA project was the 16 communities in El Quiché where the project is working directly. At the time of the study, actions had been initiated by three of the communities. As tools had been developed with the assistance of teachers in these communities, a sample of schools in which the GWEA project is working directly with teachers, was also examined. Data was obtained from the MEDIR project, which collects indicators on teacher performance to assist the Mission in tracking results.

Table 14 shows that there has been little progress in girls' participation in the

classroom during the time GWEA has been working with teachers. Girls' participation as measured by initiation of interactions with the teacher has improved slightly in non-GWEA schools. In GWEA schools, there has been a substantial drop in girls' participation. While the overall percentage of child-initiated interactions was similar, boys accounted for a greater percentage of such interactions in 2000 than in 1998.

Table 23: Girls' Participation in the Classroom

Type of School		1998			2000		
		Teachers	Boys	Girls	Teachers	Boys	Girls
Non-GWE	%	74.2	17.1	8.7	69.1	18.9	11.5
	N	2568	2568	2568	232	232	232
GWE	%	68.9	13.4	17.6	68.4	21.6	9.9
	N	187	187	187	23	23	23
Total	%	73.8	16.8	9.3	69.0	19.2	11.3
	N	2755	2755	2755	255	255	255

Source: MEDIR database

## V Conclusions

### A Strategic Objective

The USAID emphasis on building constituencies to promote girls' completion of primary school has contributed to higher completion rates among female primary school students in Guatemala.

The six cohorts attaining fifth grade available for Guatemala showed completion rate increases of 5.6% and 6.4% for rural and urban girls, respectively. These increases were slightly greater than those for boys during the same period, and in urban areas, girls had overcome a slight gender gap and had higher completion rates than their male classmates. In the target area of El Quiché, rural girls had a 6.1% increase in completion rates from the 1995 baseline. This was, however, less than the 7.2% increase for boys.

Despite increases in completion rates, overall primary completion is low in Guatemala. This is especially true for rural areas.

Even with the increases in completion rates, only about one-fourth rural Guatemalan children make normal progress to fifth grade (24.1% of girls and 26.0% of boys). In urban areas, only about half of the children make normal progress to fifth grade. Completion rates are even lower in El Quiché, with 16.1% of girls reaching fifth grade in five years and 19.6% of boys attaining this level.

#### **Social awareness programs about the importance of girls going to school, when combined with increased access, can affect girls' enrollment in primary school**

The almost ten years of emphasis on educating girls in Guatemala has led to a general familiarity with the issue. This familiarity, when combined with the efforts of PRONADE to create schools in isolated rural areas has created a growth in enrollment among girls that is slightly greater than that of boys nationally. Gross enrollment ratios for girls have reached 87%, an increase of 22% since 1995.

#### **Large-scale investment in scholarship programs alone will not insure that a high percentage of girls complete school, in situations where completion has traditionally been low.**

Scholarships have formed the basis of much of the work in girls' education in Guatemala during the life of the GWEA project. Approximately 10% of rural female primary students received scholarships during this five-year period. This investment produced significant trends in girls' completion and raised the completion rates of girls both nationally and in El Quiché above that of boys among the cohorts of third grade girls who had had the benefit of scholarship

support for three years. However, less than a third of rural Guatemalan girls or boys complete third grade in three years.

## **B Intermediate Results**

**Leadership and major actions in girls' education are likely to remain in a few civil society organizations whose mission statement supports girls' education.**

**Organizations that do not undertake actions soon after initial contact with national efforts are unlikely to do so.**

In Guatemala, long-term leadership and activity was found in the philanthropic foundations of major commercial entities, and to some extent in the NGO formed to address problems of girls' education. These organizations were among the original partner organizations that began carrying out actions in the early 1990s. Although additional organizations have carried out actions, only 44% of the organizations that attended national meetings on girls' education initiated actions in either period of USAID-funded support for girls' education. Only one organization that had participated in the first national meeting, during the BEST project, initiated its first action during the GWEA program.

**Businesses and small local NGOs are not likely to be long-term leaders in girls' education in Guatemala.**

All small NGOs without international affiliations and all businesses that participated in a single short-term project stated that future involvement in girls' education was not foreseen by their organizations. This suggests that these types of organizations may be called upon for specific activities, but will not form part of the ongoing constituencies envisioned by the EGAT/WID framework.

**Local organizations that take a leadership role in carrying actions are able to generate non-USAID funding on a consistent basis. However, as with the number of organizations actively involved, such funding is not likely to grow exponentially.**

Local funding was generated at three to four times the USAID investment for both the BEST and GWEA girls' education programs. However, funding did not grow significantly beyond an average of about one million dollars a year. More than 75% of this funding came from four or five local private sector foundation in each period.

**Non-USAID funding to support girls' education can be generated without a reliance on international donor agencies.**

International donor agencies have been active partners throughout the ten years of constituency building in Guatemala. However, their contribution to actions engaged in by civil society organizations was less than 10% of all non-USAID resources.

**Government agencies can be active partners in alliances to promote girls' education. However, public sector financial support of an issue such as girls' education may change dramatically with changes of government.**

The two administrations prior to 2000 undertook scholarship programs with public financing. The program that began in 1997 with outsourcing of government funds to the private sector for implementation has been seen as a model for public sector-civil society collaboration. However, with the change of government in 1999, the percent of the education budget dedicated to primary education has been reduced each year. While the scholarship funds were a Congressional mandate through 2001, there appears to be little continued support in the new Congress and the Ministry of Education has ended its partnership with the civil society organization that appeared to be administering the scholarship program successfully.

**Studies are more important than implementation tools in the early years of launching a girls' education initiative. Both studies and tools have a long life span, but must be in the principal language/s of the country to be utilized.**

During the BEST project studies were used in planning efforts and in monitoring results of actions. Implementation tools predominated during the GWEA project. A number of the tools and studies produced prior to the GWEA project were still in use or had been adapted for specific needs. Despite being well-designed and building on international experience, the tools created by AIR were not utilized in Guatemala. This was a result of their translation into Spanish only taking place late in the life of the project.

**Leaders can be mobilized to support girls' education through public statements. However, such support is unlikely to include declarations of organizational resources being allocated.**

Despite leveraging more than one million dollars a year, only ten leaders made declarations about allocation organizational resources to girls' education and amounts were not made specific. Respondents felt that such declarations were limited owing to fear for personal safety.

## **C Project Organizational Structure**

**USAID-funded local teams can be appropriate to carry out work related to teaching and learning even when they do not serve as a catalyst for constituency building. However, in either role, they must have human resources commiserate with the project's scope of work.**

GWEA work in developing teacher training guides and workshops was well received by the Ministry of Education. However, team members felt that the

project was understaffed to meet the demands of the scope of work that required national and local involvement of staff. One full-time coordinator and one administrative assistant called for by the contract could not handle the volume of work.



## VI Implications

Although Guatemala has made significant gains in girls' completion rates, the country appears unlikely to reach the USAID/EGAT/WID goal of a 20% increase over the ten-year period originally envisioned for the life of the Activity. In the ten years that the framework has been implemented in Guatemala, completion rates have increased between 5.6% and 7.1% for the different target groups. Much of this increase came during the years that the GWEA has been in operation. However, even if the increases were to double in the next five years, the maximum increase would be about 14% for the ten-year period. As the Guatemala trends are based on real cohorts, rather than reconstructed cohorts, the existing trends in completion might serve as a guide in establishing future goals related to primary school completion.

The scholarship program may contribute to improved female attainment of fifth grade, as third grade attainment has increased by 6.1% and 9.5% in a four-year period. However, as no cohorts containing scholarship recipients have yet reached fifth grade, it is impossible to estimate what may be the effect. Given the changes that have taken place in the administration of the scholarship program and the lack of commitment of the Guatemalan government to continue the program, long-term changes in completion rates are unlikely.

**Low completion rates for both girls and boys even after ten years of promoting girls' persistence and completion of primary school, suggest that dramatic change in completion rates may require an extended period of time and/or more targeted actions than have been carried out in Guatemala. The promotion of the elements of schooling that will ensure that all children complete school with the skills and knowledge defined as necessary to become a successful adult in Guatemala may be a complementary strategy to awareness and incentive programs that have predominated in civil society efforts. Such a role, which would require collaboration with the Ministry of Education, may be difficult in light of the governments' current relationship with the private sector.**

**The EGAT/WID framework of using local professionals to act as a catalyst in bringing together organizations from different sectors to promote girls education may not be necessary as a long-term strategy. The Guatemalan experience suggests that once a constituency for girls' education has been formed, a core group of organizations will continue actions in the areas. Local technical assistance may only have a catalyst role in such a situation if it has a visible linkage that is national in scope, as was planned with the Common Agenda. Without such visibility, GWEA was unable to bring together new partners on the national forum.**

**All sectors are not equally likely to be contributing members of a multi-sector coalition. In the case of Guatemala, NGOs carried out a number of actions that did not require large expenditures, whereas foundations, business and government funded large or costly projects. The religious sector was almost a non-participant. Thus, different organizations will contribute in areas where they have**

**expertise or other resources. This suggests, that as efforts to promote girls' education mature, sector participation should be thought out strategically in terms of the types of resources that different sectors could best contribute.**

**Successful leveraging of financial resources from non-USAID sources appears to require organizations that are involved with the business sector, if relatively large amounts are to be raised on an ongoing basis. Most of the financial resources for actions promoting girls' persistence and completion of primary school came from foundations with educational objectives in their mission statements. Substantial support from international donor agencies does not appear likely or necessary to generate sufficient funding to carry out actions of national scope, as less than 6% of the over ten million dollars generated by civil society organizations has come from such donors.**

The relatively long life of tools and studies, suggests that the tools developed by the GWEA in Guatemala have a good chance of being utilized. However, as the project is ending, there is a question of the Ministry's ability to train teachers or even a large number of trainers in their use, given the economic conditions prevailing in the country. If the tools are used, they may not have an immediate effect. Data from classrooms where GWEA worked with teachers suggests little short-term change in girls' participation in classrooms.

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## APPENDIX A: LOCAL INVESTMENT IN GIRLS' EDUCATION 1992-1996

Table 24: Guatemala Non-USAID Investment in Girls' Education 1992-1996

Org	1992		1993		1994		1995		1996		Total	
	Intl	Nat	Intl	Nat	Intl	Nat	Intl	Nat	Intl	Nat	Intl	Nat
NGO			3,250	2,400	50,000				7,650	10,000	60,900	12,400
Regl												
Bus				6,818								6,818
Foun		9,091*		41,818		611,103	140,000	1,993,170		560,178	140,000	3,215,360
Media												
Uni												
Total		9,091	3,250	51,036	50,000	611,103	140,000	1,993,170	7,650	570,178	200,900	3,234,578

Source: Confidential Accounts of Participating Organizations

\* Amounts in USD corrected for annual local currency fluctuations

**Appendix C:**  
**Guinea Country Study**



# GEMS

**Girls' Education Monitoring System**

## **GUINEA COUNTRY STUDY**

*Prepared for:*

**United States Agency for International Development  
Bureau for Economic Growth, Agriculture and Trade/ Office of Women in Development  
Julia Escalona, CTO**

*Project undertaken by:*

**Juárez and Associates, Inc.**

**May 2002**

*Contract #:*

**LAG-C-00-99-00042-00**

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## Guinea List of Acronyms

AED	Academy for Educational Development
AIR	American Institutes for Research
APEU	Community civil and religious leaders and parent-teachers organizations
CIDA	Canadian Agency for International Development
CSO	Civil Society Organizations
EGAT/WID	Economic Growth, Agriculture and Trade/ Women in Development
ESRP	Education Sector Reform Program
FAC	<i>Fonds d'Aide et de Cooperation Française</i>
FONSEF	<i>Le Fonds National de Soutien à l'Education des Filles</i>
FQEL	Fundamental Quality and Equity Levels
GEMS	Girls' Education Monitoring System
GOG	Government of Guinea
GWE	Girls and Women's Education
IPN	<i>Institute Pédagogique National</i>
MEPU	Ministry of Pre-University Education
NGO	Non Governmental Agency
NPA	Non-Project Assistance
PASE	<i>Programme d'Adjustment Sectoriel de L'Education</i>
SAGE	Strategies for Advancing Girls' Education Project
SSO	Strategic Support Objective
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations International Children's Emergency Fund
USAID	United States Agency for International Development

## EXECUTIVE SUMMARY

### Introduction

This document summarizes the findings of a review of the progress of the USAID-funded girls' education work in Guinea. The five-year life of the project is examined in relation to the strategic framework for the USAID/EGAT/WID Girls' and Women's Education Activity, of which the effort in Guinea forms a part. The study is based on analysis of project documents, manipulation of the available national education statistics for Guinea, and fieldwork conducted in Guinea during July and August of 2001.

### Background

The EGAT/WID Girls' and Women's Activity in Guinea continued and complemented USAID investments in improving educational equity and quality in Guinea that began in 1990. Within the Ministry of Pre-University Education an Equity Committee was formed in the early 1990s to build awareness of the importance of educating girls. The Ministry, through the USAID-funded Fundamental Quality and Equity Levels (FQEL) Activity created and designed teacher professional development activities and instructional materials to improve the opportunities for all children to learn in Guinean classrooms. In late 1996, Plan *Guinée*, as the local contractor in conjunction with the American Institutes for Research (AIR), the prime GWE contractor, began mobilizing national stakeholders around the importance of girls' education and conducting research to determine local barriers to educating girls. The country director was a former Deputy Minister from MEPU and an active participant in the Equity Committee.

Much of 1997 was dedicated to organizing the National Alliance for Girls' Education. This organization began a process to develop a National Fund for Girls' Education (known by its French acronym—FONSEF—*Le Fonds National de Soutien à l'Education des Filles*). The National Alliance consists of 150 members the public, private and non-governmental sectors. Its initial work focused on promoting a public dialogue on the importance of girls' education by setting up and carrying out a national awareness campaign. Concurrently with the creation of the National Alliance, GWE/Plan *Guinée* started work on setting up local alliances in 19 areas (*sub-préfectures*) dispersed throughout the interior of Guinea. A first step was to conduct community consultations to assess the area-specific barriers to girls' education in order to develop strategies to enroll more girls in school. The results of the consultations were discussed with Local Alliance members and action plans to address the identified problems, such as lack of school facilities for girls and few female role models in local communities, were designed.

This work continued through much of 1998 and was linked to the National Alliance by establishing mentors for the Local Alliances from among the National Alliance membership. At the end of 1998, the GWE institutional contractor changed from AIR to the Academy for Educational Development (AED) under the Strategies for

Advancing Girls' Education Project (SAGE/Guinea). The country director, however, remained the same. The main reason for this change was that Plan *Guinée* concentrated its activities in the forest region of Southern Guinea while the girls' education activities were to be nation-wide and geographically dispersed. As a result, GWE/Plan *Guinée* became SAGE/Guinea starting in 1999.

During 1999, SAGE/Guinea organized a National Forum on approaches and strategies for girls' education. It also designed an action plan and strategies for working with local radio stations, held an Annual Meeting of the National Alliance, assisted the Local Alliances with the implementation of New School Year activities, gathered data on the activities of the six pilot alliances, and recruited Barry et Frères, a local advertising firm, to pledge financial support to girls' education and to donate billboard space.

SAGE/Guinea continued in 2000 to build the capacity of the Local Alliances. This was accomplished through workshops that dealt with: messages and funding for local media campaigns; conducting girls' mentoring programs; and procedures for fund-raising. An advocacy tool to be used by Local Alliances in building community support was developed, and guidelines to improve relations between the Local Alliances and their schools were created. SAGE/Guinea also participated in the Girls' Education National Day celebration, as well as completed the annual data collection and analysis of the local alliance activities. In addition, by the end of the 2000, the National Alliance had created FONSEF, the National Girls' Education Fund that would solicit contributions from private donors. However, this activity could not begin on a large scale until FONSEF was established as a legal Guinean NGO.

One of the most important goals for 2001 was for FONSEF to meet all the requirements necessary for legal status. This was accomplished in May 2001. With this completed, FONSEF became more active in soliciting funds from civil society organizations and began working on plans for fundraising. However, SAGE/Guinea remains responsible for many of the administrative functions of the National Alliance and FONSEF. On the local level SAGE/Guinea held a series of workshops with Local Alliance religious leaders. These workshops offered training in the kinds of activities that can be undertaken to promote girls' education and to help obtain contributions to the Girls' Education Fund. A major emphasis was on access, retention and educational achievement of girls.

## Principal Results

- A 14.5% increase in girls' primary school gross enrollment ratio and a 7.9% decrease in the primary school enrollment gender gap
- An estimated completion rate increases of 8.1% nationally and 26.7% in pilot alliances among rural girls
- An estimated completion rate increases of 8.2% nationally for urban girls
- Similar trends albeit higher estimated increases in completion rates for boys
- The formation of a 150 member National Alliance with legal status in Guinea, made up of individuals from different sectors with the goal of raising awareness of the importance of improving girls' persistence in school

- The leveraging of at least US\$94,160 of non-USAID funds invested in girls' education efforts.

### Challenges

- Completion rates for girls remain low (26.1% in urban areas, 20.4% in rural areas, and 39% in pilot alliances)
- Despite alliance efforts, completion will be influenced by contextual conditions such as conflict and refugee infusion
- The National Alliance and FONSEF must resolve issues pertaining to its organizational structure and support of administrative functions carried out by the project
- There has been little leveraging of resources at the national level, as most non-USAID funds come from community groups for school infrastructure improvements

### Implications

- The results suggest that the EGAT/WID goal of a 20% increase in girls' completion rates over 10 years can be met through the strategies used by SAGE/Guinea, at least in target areas, if activities continue and the projected completion rates are borne out over time. However, such long-term objectives can be affected dramatically by changes in the local context, such as an influx of refugees from conflicts in nearby countries
- Efforts to increase awareness of the importance of girls' persistence in school may also affect boys' completion in low access countries such as Guinea.
- SAGE/Guinea has been effective at the Local Level as local alliances with members from different sectors have raised funds and initiated actions that have encouraged both girls and boys to stay in school
- Although the limited actions and funding at the national level was somewhat by design, as strategies were predicated on FONSEF gaining legal status, the success of the approach relies heavily on encouraging multi-sector actions and funding for FONSEF in the last year of the project

## PERFORMANCE REVIEW

### GUINEA COUNTRY STUDY

#### I. Introduction

USAID's investment in girls' education in Guinea began in 1990 as part of the multi-donor project, *Programme d'Adjustment Sectoriel de l'Education* (PASE). This project focused on increased enrollment in primary schools as well as equitable access to quality education for girls and children in rural areas. It was created in response to the government's 1989 National Education Policy, which addressed the urgent need for a complete reform of the country's educational system.

USAID's support during the first phase of PASE (1990-1995) consisted primarily of endorsing key policy reforms through its Education Sector Reform Program (ESRP), with special emphasis on the need to improve access to primary education. Under the program, non-project assistance (NPA) provided general budget support to help allocate a greater proportion of the Government of Guinea (GOG) expenditures for primary education and project assistance support to institutional capacity building in key areas of management and administration.

While continuing its support for more equitable access to primary education, USAID's main emphasis during the second phase of PASE (1995-2000) was on improving the quality of teaching and learning in primary schools. USAID's assistance under the Fundamental Quality and Equity Levels (FQEL) Activity supported an institutional strengthening program to sustain sector reform and to improve the quality of teaching at the classroom level. Its main objective was to develop MEPU's capacity to deliver efficient quality primary education throughout the country, focusing on improving access to education for girls and children in rural areas.

Additional initiatives promoting girls' education during PASE included the Government of Guinea through its *Comité d'Equité*, the World Bank's Equity and School Improvement Project, and the Reinforcement of the Guinean Educational System Program of the *Fonds d'Aide et de Cooperation Française* (FAC). Other important donor contributions included: UNICEF's support for girls' primary education, teacher training, and development of a communication system at the central level; the Canadian Agency for International Development's (CIDA) support for primary education and technical and professional training; the German Federal Government's financing of an in-service teachers training project; the *Centres Nafa* Project implemented by UNICEF with funds from UNICEF, CIDA, and UNICEF's Finnish Committee; the *Project de Réécriture du Matériel Pédagogique* carried out by the *Institute Pédagogique National* (IPN) in collaboration with UNICEF; and the Human Development Initiative, a UNDP, UNESCO and GOG initiative.

## **II. Socio-Political Context**

Guinea gained its independence from France in 1958. In spite of large extensions of arable land and abundant mineral resources (bauxite, iron, gold and diamonds), the country is one of the poorest in the world. In 1995, it ranked 168 out of 174 countries on the United Nations Human Development Index, with a life expectancy at birth of 44.5 years, an infant mortality rate of 144 per 1,000 live births, and a per capita gross domestic product of \$592. At that time, over half of the population was under the age of 15 (USAID/Guinea 1995).

Guinea is a diverse country. Its seven million people are divided among 16 ethnic groups, the largest being the Fulani, Malinké, and Susu. Over 80 percent of the population is Muslim. The rest are Christian (about 10%) or belong to different indigenous religions. About one fifth of the population lives in the capital city of Conakry, with the remainder is dispersed in four different regions. Three quarters of the population are engaged in agriculture (World Bank 1995).

Although the social and economic status of Guinean women varies to some extent across regions and ethnic groups, early marriage of girls, high bride price in some regions, and high male migration for labor in others create significant barriers to girls' schooling. Literacy rates among women 15 or older are estimated at only 22 percent, compared to 50 percent for men (Kamano et al 1998).

## **III. The GWE Program**

### **A. Project Development**

The centrally funded GWE activity in Guinea began in late 1996 with Plan *Guinée* as the local contractor and the American Institutes for Research as the GWE contractor.. The country director was a former Deputy Minister from MEPU and an active participant in the Equity Committee. At the end of 1998, the GWE institutional contractor changed from AIR to the Academy for Educational Development (AED) under the Strategies for Advancing Girls' Education Project (SAGE/Guinea). SAGE maintained the same country director.

The first GWE/Plan *Guinée* Activity was the organization of the National Alliance for Girls' Education, with 150 members from the public, private and non-governmental sectors. The initial work of the Alliance was to promote a public dialogue on the importance of girls' education by setting up and carrying out a national awareness campaign.

The planning and implementation of National Alliance activities were carried out by a 12 member National Alliance Working Group. Working with this group, SAGE/Guinea set up a Media Task Force consisting of local radio and TV broadcasters

as well as the print media. The efforts of the Task Force resulted in broadcasts on girls' education in the middle of 1999, and as part of that program the Minister of Social Affairs officially stated the governments' commitment to promote girls' education. In addition to the national promotion campaign, the Task Force also worked with the Local Alliances, described below, to develop media campaigns with broadcasts by six rural radio stations.

Shortly after the formation of the National Alliance, GWE/Plan *Guinée* started work on establishing Local Alliances in 19 areas (*sub-préfectures*) located throughout the interior of Guinea. The Local Alliances would typically contain at least six schools and consist of 20-60 members that included local leaders, religious groups, women's groups, private businesses and parents. An executive committee of 5-12 people are responsible for the organization of actions. As part of the organization of the Local Alliances, GWE/Plan *Guinée* used focus groups to conduct community consultations in the 19 selected sub-prefectures. The purpose of the consultations was to assess the area-specific barriers to girls' education in order to develop strategies to enroll more girls in school. Once the data from 140 focus groups were collected and analyzed, the 19 Local Alliances were charged with designing action plans to address the identified problems, such as lack of school facilities for girls and few female role models in local communities.

The Local Alliances received technical assistance from the GWE/Plan *Guinée*, and in the process of working with these alliances, six were selected as "pilot" alliances and destined for more intensive support by the project. The remaining 13 alliances focused their activities on the preparation and participation in the annual National Girls' Education Day. This day is celebrated on June 21<sup>st</sup> and has become an integral part of the opening ceremony for the new school year.

In addition to working with National Alliance on the national and local efforts to increase awareness of girls' education, GWE/Plan *Guinée* made preparations for attending the May 1998 conference in Washington and sent eight individuals representing the Local Alliance pilot areas, the National Alliance Working Group, Plan *Guinée* and SAGOU, a Guinean NGO. Project personnel felt that the opportunity to learn about efforts in other countries as well as talk with the implementers of such programs helped in the development of their own strategies to involve different sectors.

After the Washington Conference, the GWE Activity went through a series of administrative changes and terminated its relationship with Plan *Guinée*. The main reason for this decision was that Plan *Guinée* concentrated its activities in the forest region of Southern Guinea while the girls' education activity was to be nation-wide and geographically dispersed. As a result, GWE/Plan *Guinée* became SAGE/Guinea starting in 1999.

During 1999, SAGE/Guinea organized a National Forum on approaches and strategies for girls' education. The project also designed an action plan and strategies for working with local radio stations, held an Annual Meeting with the National Alliance for which several organizations donate space or funds, assisted the Local Alliances with the

implementation of New School Year activities, gathered data on the activities of the six pilot alliances, and recruited Barry et Freres, a local advertising firm, to pledge financial support to girls' education and to donate billboard space.

SAGE/Guinea continued in 2000 to build the capacity of the Local Alliances. Two workshops were held on funding local media campaigns, a workshop on the Girls' Mentoring Program took place, an advocacy tool (*Plaidoyer*) to be used by Local Alliances in their communities was developed, guidelines to improve relations between the Local Alliances and their schools were created, and a workshop on the procedures for collecting funds for girls' education was held. SAGE/Guinea also participated in the Girls' Education National Day celebration, and completed the annual data collection and analysis of the Local Alliance activities. In addition, by the end of the 2000, the National Alliance had established a National Girls' Education Fund that would solicit contributions from private donors. However, these activities could not begin until FONSEF was established as a legal Guinean NGO.

One of the most important goals for 2001 was for FONSEF to meet all the requirements necessary to achieve the legal status of FONSEF. This was accomplished in May 2001. With this completed, FONSEF became more active in soliciting funds from CSOs and began working on plans for fundraising. FONSEF went on to contact two insurance companies (SOGAM and UGAR), Nestlé, two banks, Sabena, Air France, two hotels (Novotel and Camayenne), and the *Société Aurifère de Guinée* (gold mining and exporters) in order to solicit funds and to further discussions with companies that had made commitments before FONSEF became a legal NGO.

Another avenue that was being explored for fundraising was to have local artists and musicians organize a fundraiser for girls' education and the donors listed above were approached to make contributions toward the estimated \$2,500 needed to finance the event. By the end of July 2001, ten well known local artists committed to producing three paintings each with 100% of the proceeds going to the Girls' Education Fund. The paintings depicted themes related to girls' education.

Another potential activity has involved discussions with the World Food Program on the possibility of SAGE/Guinea's Local Alliances becoming partners in a \$14 million school-feeding program. Originally the program was scheduled to initiate activities in October 2001 but this has been delayed until the beginning of 2002.

SAGE/Guinea also expanded its work with the religious sector during 2001. On the national level, discussions with the Islamic League were held to explore possible partnerships and a protestant Bishop has been asked to sit on the board of FONSEF. On the local level, a series of workshops were held with Local Alliance religious leaders to train them in the kinds of activities they can undertake to promote girls' education and to help obtain contributions to the Girls' Education Fund.



## **B. Project Organization**

The past five years of GWE activity in Guinea has essentially been a small operation, consisting of the country director and two assistants. One of the assistants is the Deputy Director and the other in charge of financial operation and accounting. When the activity was administered by AIR and Plan *Guinée* the GWE offices were located within Plan *Guinée* and as such, GWE was able to use its office equipment and logistic support.

Since the organizational change from AIR/Plan *Guinée* to AED, SAGE/Guinea relocated in 2001 and is currently a more independent organization. As discussed, the girls' education activities take place at both national and local levels, and the latter requires frequent travel to meet with the Local Alliances. This travel is divided between SAGE staff going to the interior and Alliance members coming to Conakry. Essentially, the country director has made most of the contacts, attended meetings and carried out workshops. Many of these activities, especially making contact with both public and private sector stakeholders has been managed by the director who has an extensive personal network in the Guinean public and private sectors.

The project has not only provided technical assistance to the National Alliance, but has also served as the administrative center for that organization. Such support has included accounting for funds raised through FONSEF efforts. With FONSEF becoming a legal entity and SAGE/Guinea drawing to a close in 2002, the issues of FONSEF administrative viability are beginning to be addressed.

## **IV. Findings**

This section presents the findings of the performance review team. Findings are organized in terms of each of the intermediate results of the EGAT/WID framework for SSO2. The findings are based on meetings that took place in Guinea involving representatives of USAID/Guinea, the director of the SAGE Activity, representatives of various partner organizations and the GEMS team, as well as on school and community visits. They also include an analysis of existing statistical data on the Guinean educational system and review of other secondary sources.

### **A. Trends in Gross Enrollment Ratios and Completion Rates**

#### **1. Enrollment**

At the time of data collection for this report, data showing the rural population by gender in Guinea were not available. Consequently, only national gross enrollment ratios have been calculated. Table 1 shows the total increase in gross enrollment ratios from the 1989/90-baseline year for girls and boys. Enrollment ratios have increased substantially

for both males and females. Prior to the EGAT/WID Activity, girls' enrollments increased by 18% and boys' gross enrollment ratios increased by more than 25%, thereby widening the gender gap. Since the initiation of the Activity, there has been an additional increase of 14.5% in girls' gross enrollment ratios, compared to a 6.6% increase for boys, thereby narrowing the gender gap by 7.9%. However, gross enrollment ratios continue to be low, with 50% of girls and 72% of boys enrolled in primary school.

**Table 25: Guinea Primary School Gross Enrollment Ratios  
1989-2001**

Years	Gross Enrollment Ratios			
	Total %	Boys %	Girls %	Gap %
1989/90	28.6	39.9	17.4	22.5
1990/91	31.8	44.0	19.7	24.3
1991/92	31.9	44.1	19.7	24.4
1992/93	36.7	50.6	22.8	27.8
1993/94	40.1	54.6	25.7	28.9
1994/95	44.6	59.9	29.3	30.6
1995/96	46.6	61.6	31.5	30.1
1996/97	50.5	65.4	35.5	29.9
Change from 89/90 Baseline	+21.9	+25.5	+18.1	+7.4
1997/98	51.0	65.1	36.9	28.2
1998/99	53.5	67.1	40.0	27.1
1999/00	56.8	69.2	44.3	24.9
2000/01	61.0	72.0	50.0	22.0
Change from 96/97 Baseline	+10.5	+6.6	+14.5	-7.9

Source: Database 1989-2001. MEPU/SSP

## 2. Completion

Although promotion data for Guinea were relatively complete, the lack of repetition rates made it impossible to examine the fifth grade attainment of actual cohorts. Thus, reconstructed cohorts of children reaching fifth grade in five years have been calculated. The initial year of the project 1997/1998 serves as the baseline for examining progress. As shown in Table 2, estimated fifth grade attainment rates in both urban and rural areas follow a pattern of general increase. The same is true when looking at estimated fifth grade attainment rates for boys and girls. Girls' completion rates have risen in each year of the project and show about an 8% increase in each area. Boys' completion rates have also increase in each year of the project but at a slightly higher rate than that of girls. This has contributed to an increase in the gender gap in terms of completion. Completion for both genders is low with less than one-fourth of enrolled girls advancing to fifth grade in five years and only about one-third of boys making such progress.

**Table 26: Guinea National Fifth Grade Attainment: Reconstructed Cohorts by Gender and Location**

Cohort Years	Urban			Rural		
	Boys %	Girls %	Gap %	Boys %	Girls %	Gap %
1997/98	26	17.9	+8.1	24.8	12.3	+12.5
1998/99	29.4	20.3	+9.1	29.6	13.7	+15.9
1999/00	33.5	24.4	+9.1	32.8	18.3	+14.5
2000/01	36.9	26.1	+10.8	36.4	20.4	+16.0
Change from Baseline	+10.9	+8.2	+2.7	+11.6	+8.1	+3.5

Source: Database 1997-2001. MEPU/SSP

Table 3 shows the estimated completion rates in pilot alliances where SAGE/Guinea works intensively. These rates are compared to all non-SAGE school completion rates. That is, all Guinean primary schools with the exception of schools in the 19 Local Alliances. As might be expected, non-SAGE schools have estimated completion rates similar to those for Guinean primary schools as a whole. SAGE pilot schools, on the other hand, have increases in the estimated percentages of the cohort reaching fifth grade for both girls and boys that are much greater than non-SAGE schools and than the country as a whole. Girls, for example showed gains of 26.7% compared to gains of 8.3% for girls in non-SAGE schools. Although the greatest gain occurred in the first year that the alliances were active, there have been steady gains in each year that the alliances have been in existence. Although the magnitude of increases are similar, that is the completion rates of both boys and girls in pilot schools triple over the life of the project, the gender gap in completion has increased because boys' ratios were higher at the start of the project.

**Table 27: SAGE Pilot and Non-SAGE Fifth Grade Attainment: Reconstructed Cohorts by Gender**

Cohort Years	SAGE-Pilot			Non-SAGE		
	Boys %	Girls %	Gap %	Boys %	Girls %	Gap %
1997/98	19.9	12.3	+7.6	25.1	15.3	+9.8
1998/99	45.1	29.3	+15.8	29.5	17.2	+12.3
1999/00	51.6	36.9	+14.7	32.6	21.5	+11.1
2000/01	60.8	39.0	+21.8	36.8	23.6	+13.2
Change from Baseline	+40.9	+26.7	+14.2	+11.7	+8.3	+3.4

Source: Database 1997-2001. MEPU/SSP

The alliances in which SAGE/Guinea works less intensively were examined separately. As shown in Table 4, they had a somewhat different pattern than the pilot schools or the Guinea primary school system in general. These schools followed a pattern

similar to the alliance pilot schools from 1997/98 to 1999/2000, in that they had greater increases in completion than non-SAGE schools. However in 2000/01, completion rates decreased to below 1997 levels for both boys and girls. This seems to be the result of a number of alliances being located in the Forest Region of Guinea, which has experienced upheaval in the last two years in dealing with the influx of refugees from Sierra Leone and Liberia.

**Table 28: SAGE Pilot and Non-Pilot Fifth Grade Attainment: Reconstructed Cohorts by Gender**

Years	SAGE non-pilot		SAGE Pilot	
	Boys %	Girls %	Boys %	Girls %
97/98	35.5	15.9	19.9	12.3
98/99	37.2	17.2	45.1	29.3
99/00	47.4	21.1	51.6	36.9
00/01	25.2	14.2	60.8	39
Change from Baseline	-10.3	-1.7	+40.9	+26.7

Source: Database 1997-2001. MEPU/SSP

## **B. Trends in the Promotion of Girls' Education by Civil Society Organizations**

### **1. Organizational Participation**

Table 5 shows the number of different organizations that have initiated actions on a local or national level. The Project has concentrated on building the alliances' ability to implement actions, therefore the number of organizations to date is small. Most of the national actions have been initiated through one organization, the national alliance. However, in 2000, several organizations, such as the Guinean Chamber of Commerce, and media, and an NGO with a national agenda, have begun coordinated but independent actions. Most actions have been related to building awareness of the importance of educating girls. As it is felt that there is a general awareness of the issues related to girls' enrollment and persistence in primary school, project staff expects more organizations to become involved by initiating actions in other areas prior to the completion of the project in July 2002. The National Alliance initiated its first actions in 1998 and has been the organizing force behind all of the girls' education activities.

The regional CSOs represent the 19 Local Alliances that were formed in 1997 and 1998 and began to initiate actions in 1999. SAGE/Guinea does not foresee creating additional alliances, but during 2001 extensive contacts were made with private sector organizations, especially in the insurance and banking sectors. Thus, the commitment of resources and substantive actions are anticipated for the last half of 2001 and the first half of 2002.

**Table 29: Number of New Guinean CSOs Initiating Actions in Girls' Education by Year**

<b>Years/Organizations</b>	<b>Pool</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>
National	10	1	1	8
Regional	19	0	19	0
Total	29	1	20	29

Source: SAGE/Guinea records

## **2. Types of Actions**

Table 6 shows the types of actions carried out by CSOs in different sectors. As mentioned, the focus at the national level has been on organizing FONSEF and building awareness. This was done largely through the National Alliance and several media partners representing the Media Task Force. In addition, one business, an advertising agency, was documented to have initiated actions by introducing its own girls' education awareness campaign in the form of billboards, and a trade union and the Guinea Association of Women Lawyers have donated brochures and other materials in support of National Alliance efforts.

At the organizational level, only one religious organization, the Anglican Church, had carried out an action by making a contribution to FONSEF. In addition, local religious leaders at the community level speak out in support of girls' education. Philanthropic foundations are not common in Guinea, but the Mama Henriette Conté (Guinea's First Lady) Foundation has lent its support to the creation of FONSEF. Although only one business had carried out an action at the time of the study, the SAGE/Guinea documentation and interviews by the Performance Review team found that a number of businesses had been contacted and would, in all probability, initiate actions before the end of the project in 2002. Furthermore, two religious organizations, one Islamic and the other Protestant, indicated strong interest in becoming active participants in promoting girls' education.

Social awareness actions comprised the majority of the efforts undertaken by local alliances. These were primarily the organization of the National Girls' Education Day celebration in the communities and testimonials by local leaders, especially religious leaders about the importance of educating girls. The infrastructure activities consisted of the school improvement and construction projects carried out in the schools within the six pilot alliances.

**Table 30: Actions initiated by CSOs by Type of CSO and Type of Action**

Type of Action/Org			Infrastructure	Incentives	Com. Academic Support	Curric.	Teacher Training	Policy	Social Awareness
	No. of Orgs.	No. of actions	% of Total	% of Total	% of Total	% of Total	% of Total	% of Total	% of Total
Local NGOs	19	34	34% (15)						43% (19)
National NGO	3	3	2% (1)	2% (1)					2% (1)
Religious	1	1	2% (1)						
Business	1	1							2% (1)
Foundation	1	1						2% (1)	
Media	4	4							9% (4)
University	0	0							
Total	29	44	39% (17)	2% (1)				2% (1)	57% (25)

Source: SAGE/Guinea records

### C. Trends in Public Sector Support of Girls' Education

The primary public sector actor for the support of girls' education has been the Ministry of Pre-University Education (MEPU). It has carried out two principal actions supporting girls' education. These are the work of its Equity Commission in building awareness of the importance of girls enrolling in school, and its work on curriculum and materials that provide all Guinean children with appropriate learning opportunities in school. These actions predate both GWE/Plan and SAGE/Guinea, and the project has not been directly involved with them. However, as they are complementary to the work of the project and are ongoing, they have been listed as occurring annually (Table 7). In addition, the *Cellule Genre Equity de l'Enseignement Supérieur*, a division of the Ministry of Higher Education is carrying out awareness activities of the importance of girls' staying in school.

The Ministry of Social Affairs has been a more direct partner in the efforts of the Project. Beginning in 2000, it has carried out activities in support of the National Girls' Education Day. The Office of the Prime Minister has participated in the National Forum and contributed funds to FONSEF, whereas the Ministry of Communications reduced the cost of radio message dissemination.

**Table 31: Number of Public Sector Units Initiating Actions in Girls' Education by Year**

Units	1998	1999	2000	2001	Total Units
Ministry of Pre-University Education	2	2	2	2	2
Ministry of Social Affairs	0	0	1	1	1
Ministry of Higher Education				1	1
Office of the Prime Minister		1		1	1
Ministry of Communications				1	1
Total Actions	2	3	4	5	6

Source: SAGE/Guinea records

#### D. Trends in Leveraging Resources

Nationally, SAGE/Guinea has had limited success in securing the investment of local resources in support of girls' education. As shown in Table 8, about \$4000 in local funding in 2000 and 2001, plus a \$5500 donation from Plan *Guinée* in 200 have been raised by national NGOs. SAGE staff did not identify funds from any international donor agency other than USAID. As mentioned previously, national level fund raising was to be undertaken once FONSEF had obtained legal status. Thus, the generation of non-USAID funds for actions through FONSEF is expected to increase in the final 18 months of the SAGE project.

The equivalent of US\$84,666 in resources was generated by the 19 Local Alliances in 1999. This figure is based on data collected by a survey carried out in October of 1999. This amount represents the value of the goods and services obtained by the Local Alliances. A survey, similar to that conducted in 1999, was also carried out in 2000, but owing to computer problems at SAGE/Guinea, those data were not available at the time of the study. Therefore, the total financial resources leveraged by the project through the Local Alliances is greater than that which is reported in Table 8. In addition, SAGE/Guinea staff reported that approximately \$15,000 was provided by Plan *Guinée* in 2000 for a school community contest and local construction costs. Those figures have not been included in the table, as the amounts could not be verified.

**Table 32: Guinea Non-USAID Investment in Girls' Education 1999-2001**

Year/Organization	1999	2000	2001	Total
National NGOs		\$7,765	\$1,729	\$ 9,494
Local NGOs	\$84,666			\$84,666
Business				
Media				
Total	\$84,666	\$7,765	\$1,729	\$94,160
Government				
International Donors				
Grand Total	\$84,666	\$7,765	\$1,729	\$94,160

Source: SAGE/Guinea records

#### E. Trends in Public Sector Investment

Table 9 shows the Government of Guinea's investment in public education from 1990 through 2001. From 1991 to 1997, the percentage of the government budget allocated to education remained fairly constant, ranging from a high of 20% in 1993 and a low of 18.6% in 1997. Since 1997, education as a percentage of the national budget has declined. On the other hand, primary education, as a percentage of the education budget,



has shown a consistent increase over the same time period. The rate of increase has accelerated during the years of the project. From 1990 to 1997, the total percentage increase was 6%. Between 1997 and 2001, the increase was 10%. It is noteworthy that although the percent of the national budget allocated to education decreased from 2000 to 2001, the percent of the education budget allocated to primary education continued to increase. The Guinea education budget does not contain line items allocating funds specifically for girls' education, nor can primary education allocations be related directly to project activities. However, the increased funding for primary education does indicate a continuing commitment by the government in the area targeted by project activities.

**Table 33: Public Sector Investment in Primary Education 1990-2001**

Year	Gov't Budget	Education Budget	Education %	Primary Budget	Primary %
1990	160,181	16,003	10	5,281	33
1991	178,224	34,390	19.3	12,837	35
1992	236,237	47,116	19.9	16,491	35
1993	251,355	50,164	20	18,059	36
1994	265,039	51,373	19.4	20,036	39
1995	259,376	51,125	19.7	18,405	36
1996	280,669	53,187	19	20,211	38
1997	286,268	53,383	18.6	20,820	39
1998	301,338	50,628	16.8	21,770	43
1999	323,207	60,278	18.7	28,331	47
2000	392,400	60,971	15.5	28,218	46
2001*	531,611	60,404	11.4	29,690	49.2

\* These are the amounts in the original budget, but actual disbursements are considerably lower.

Source: Ministère de L'Enseignement Pre-Universitaire

#### **F. Trends in Improved Knowledge to Implement Policies, Strategies and Programs for Girls Education**

Although the GWE/Plan *Guinée* and SAGE/Guinea activities produced numerous reports, only two tools were found that were commissioned to specifically facilitate the implementation of girls' education activities. The first was a guide to be used by the Local Alliances for their community advocacy activities. The second was also an advocacy tool (*Manifeste des Alliances*) used to help integrate the school and the community on behalf of girls' education, including how to create more favorable school environments for girls. These two tools were produced in 1999 and 2000 respectively.

**Table 34: Number of Analytical Tools and Studies by Year**

Type	1998	1999	2000	2001	Total
------	------	------	------	------	-------

Tools	0	1	1	0	2
Studies	0	0	0	0	0
Total	0	1	1	0	2

Source: SAGE/Guinea records

#### **G. Trends in Mobilizing Leadership to Promote Girls' Education**

No information was found regarding leaders of civil society organization who spoke out to promote girls' education and who also committed resources for that purpose. As mentioned, the use of religious leaders for awareness building was a strategy of SAGE/Guinea. These religious leaders were observed by the Performance Review team to speak out in support of educating girls. However, as confirmed by the SAGE staff, up to this point, support has been general awareness building and not specific actions that involve the commitment of resources by religious groups. The Minister of Social Affairs did however, voice his support of the Girls' Education National Day and said his ministry would support these activities with their personnel and other resources.

#### **H. Trends in Broadened Local Community Participation to Promote Girls' Education**

The Local Alliances work with community civil and religious leaders as well as parent-teachers organizations (APEAE). These activities have been counted and included as part of the work accomplished by the Local Alliances on behalf of girls' education. Membership in the alliances has remained stable and, at the time of the study, there are no plans to create new Local Alliances.

#### **I. Trends in Strengthened Teacher Performance to Improve Girls' Primary School Participation**

Neither GWE/Plan *Guinée* nor SAGE/Guinea has carried out any activities that have involved pedagogy or instructional materials to strengthen teacher performance. However, activities are underway to work with school inspectors to help teachers improve performance in the classroom. Thus, the participation of girls in classroom activities may be a future concern of the project.

## **V. Conclusions**

### **A. Strategic Objective**

**The USAID strategy of mobilizing constituencies to promote girls' education, as implemented through the SAGE/Guinea has contributed to higher completion rates among female primary school students, most notably among the six pilot alliances where the project is working intensively.**

Gains in completion rates for girls have been about 8% over the life of the EGAT/WID Activity in Guinea. In pilot alliances, however, estimated female completion rates have increased nearly 27%. Despite such increases, boys have shown greater gains in completion rates than girls, thereby widening the gender gap.

**SAGE/Guinea has had mixed success in improving female completion rates in areas where the project is working less intensively. This appears to be the result of changing social conditions beyond the project's control.**

After several years of increased completion rates, the SAGE alliances that are not part of the pilot program experienced a drop in completion rates for both boys and girls to below the baseline year. A number of these non-pilot alliances are located in regions that have been dealing with the ramifications of conflicts in neighboring countries, such as an influx of refugees.

**Despite increases in completion rates, overall primary completion is low in Guinea. This is especially true for girls in rural areas.**

Even with the projected increases in completion rates, less than one-fourth of enrolled girls advance to fifth grade in five years and about one-third of boys make such progress. In rural areas, only about 20% of girls succeed in progressing to fifth grade in five years.

**The strategy of building constituencies to promote girls' completion of primary school has also contributed to higher gross enrollment ratios among female primary school students in Guinea.**

Since the initiation of the EGAT/WID Activity, girls' gross enrollment ratios have increased by 14.5%. As this increase is more than double the increase in gross enrollment ratios among boys for the same period, the gender gap in enrollment has narrowed. Prior to the EGAT/WID Activity, girls' enrollments increased by 18%. However, boys' gross enrollment ratios increased by more than 25%, so that the gender gap grew from 1989/90 to 1996/97.

## **B. Intermediate Results**

**The number of organizations initiating actions at the national level has been limited. This is a result of the strategy to coordinate actions through the national umbrella organization, and to focus on Local Alliances.**

Only ten organizations have initiated actions at the national level and these actions have generally been planned through the National Alliance with project assistance. The low number of organizations is due, in part, to a desire to establish FONSEF's legal status before reaching out broadly to different sectors and in part to a project focus on establishing the Local Alliances. Each of the 19 Local Alliances has carried out one or more actions.

**Social awareness efforts are likely to be the predominant actions undertaken by civil society organizations on both a national and regional scale, particularly in the early years of an initiative.**

Sixty percent of the actions carried out by civil society organizations at the national level were social awareness efforts. Similarly, 43% of the actions carried out by Local Alliances were related to building awareness of the importance of girls enrolling in and competing school. Almost all of the other actions by Local Alliances were related to improving infrastructure to make schools more hospitable to girls.

**In Guinea, in-kind contributions to support actions by NGOs at the local level are the major source of local investment in girls' education. However, strategies to encourage internal investment by other civil society sectors have not been fully explored.**

The Local Alliances carried out 77% of the identified actions promoting the girls' education. They also provided about 90% of the documented local resources invested in girls' education. Strategies to involve other sectors, especially at the national level were delayed until FONSEF obtained legal status. However, the effectiveness of such strategies remains to be determined.

**Government agencies may not be active partners in coalitions to promote girls' education, but can work in complementary ways to support civil society actions.**

Government agencies were members of FONSEF and several had representatives as members of a committee to implement recommendations for girls' education. However, they did not carry out actions through the National Alliance. Rather, the ongoing actions of these agencies in social awareness and improving education quality complemented project efforts. In addition, public sector funding for primary education increased during the years of project activity.

**Studies and tools have not been important in the implementation of actions to promote girls' education in Guinea.**

Only two tools were produced or used by SAGE and the National Alliance and it is unclear whether they have had ongoing utility outside of the workshops in which they were introduced.

**Leaders can be mobilized to publicly support a girls' education initiative, but such support is not likely to include public allocation of organizational resources to the effort.**

A strategy of SAGE/Guinea was to encourage religious leaders to speak out on the importance of educating girls. Although the actual number was not tracked, SAGE staff noted that many local religious leaders made public proclamations, and the performance review team observed such proclamations. However, none of these proclamations included announcing that organizational resources would be used to support actions.

**The strategy of creating Local Alliances to promote girls' education is successful in the Guinea context for generating local investment in education.**

At least \$80,000 in local investment related to general school improvement among the Local Alliances has been documented. The actual total is likely to be somewhat higher when lost survey data have been retrieved.

### **C. Project Organizational Structure**

**The national reputation and experience of the SAGE/Guinea project director was critical in providing entry for SAGE/Guinea with Guinean leadership in different sectors.**

There was general agreement that having a project director who was well known as an educator and had experience with leaders in a number of sectors was important in moving forward the initiative in Guinea.

**Administrative support for the National Alliance and FONSEF is an issue that must be resolved if that organization is to function successfully.**

SAGE/Guinea staff has carried out many of the routine National Alliance administrative functions. The responsibility for such functions and the funding of administrative support must be resolved in the remaining life of the project.

## **VI. Implications**

The SAGE project has already surpassed the ten-year EGAT/WID goal of a 20% increase in girls' completion rates in the areas where it works intensively. If current trends are maintained, it is probable that on a national level, Guinea will approach a 20% increase in female completion rate. Such long-term objectives are, however, subject to internal and regional conflicts, as can be seen the decrease in completion rates in those alliances dealing with large numbers of refugees from neighboring countries.

The social awareness activities and community coalition building carried out by SAGE/Guinea has had a positive affect on increasing the awareness of the importance of schooling for children of either gender. Boys' completion rates, even among the pilot alliances, have risen more than those of girls. The clearest national impact of the EGAT/WID Activity on girls is in increasing their enrollment. Girls' gross enrollment ratios have risen faster than those of boys' over the life of the Activity, suggesting that the framework assumption of a small local technical assistance team as a catalyst for local constituency building may be most effective in dealing with access in relatively low access countries.

The effectiveness of the EGAT/WID framework in using local professionals to act as a catalyst in bringing together organizations from different sectors to promote girls education is still in question at the national level. Few organizations have initiated actions that have not been supported to some degree by the SAGE/Guinea project and the long-term administrative functioning of the National Alliance and FONSEF must still be worked out. The lack of civil society actors, appears at least in part to be by design as strategies were predicated on FONSEF gaining legal status as an organization. This has now been accomplished and there are strategies in place encourage greater multi-sector participation at the national level. The last year of the project will determine the success of this approach.

On the other hand, the framework has been effective at the regional level. Local Alliances, in conjunction with members from different sectors, have initiated actions that have encouraged both boys and girls to stay in school. These alliances have also generated local resources for school improvement.

Despite the successes of using a small Guinean technical staff as a catalyst, the difficulties stated by the staff in carrying out activities that required dealing with a number of individuals and organizations in different sectors, at both the national and regional level, suggests that greater resources would enhance effectiveness.

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**Appendix D:**  
**Mali Country Study**





# GEMS

**Girls' Education Monitoring System**

## **MALI COUNTRY STUDY**

*Prepared for:*

**United States Agency for International Development  
Bureau for Economic Growth Agriculture and Trade/Office of Women in Development  
Julia Escalona, CTO**

*Project undertaken by:*

**Juárez and Associates, Inc.**

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*Contract #:*

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## Mali List of Acronyms

AED	Academy for Educational Development
APE	<i>Associations de Parents d'Elèves</i>
BEEP	Basic Education Expansion Project
CMR-SCOFI	<i>Comité de Mobilisation de Ressources pour la Scolarisation des Filles</i>
CSO	Civil Society Organizations
EMIS	Education Management Information System
EGAT/WID	Economic Growth, Agriculture and Trade/ Women in Development
GEA	Girls' Education Activity
GEMS	Girls' Education Monitoring System
MEB	<i>Ministère de l'Education de Base</i>
MOE	Ministry of Education
MOH	Ministry of Health
NGO	Non Governmental Organization
PRODEC	<i>Programme Décenal de Développement de l'Éducation</i>
PTA	Parent Teacher Association
SAGE	Strategies for Advancing Girls' Education Project
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations International Children's Emergency Fund
USAID	United States Agency for International Development

## EXECUTIVE SUMMARY

### Introduction

This document summarizes the findings of a review of the progress of the USAID-funded SAGE/Mali project. The two and a half year life of the project is examined in relation to the strategic framework for the USAID/EGAT/WID Girls and Women's Education Activity, of which SAGE/Mali project forms a part. The study is based on analysis of project documents, manipulation of the available national education statistics for Mali, and fieldwork conducted in Mali during July of 2001.

### Background

The SAGE/Mali Project began its activities in the first quarter of 1999. The project differs from the other EGAT/WID Emphasis Countries in that it had a narrower scope of work. Rather than build multisectoral constituencies to promote girls' Education, SAGE/Mali was designed primarily to provide technical assistance on girls' education to three NGOs—World Education, Save the Children/USA and Africare—that work in rural areas primarily with community schools.

The initial activity was the creation of life skills modules with a gender perspective. The modules consisted of supplementary materials to be incorporated into the existing curriculum in order to increase students' knowledge of nutrition, health, hygiene, and reproductive health. It was felt that parents would be motivated to enroll their children, especially girls, in school when they learned that these subjects were taught. The modules were developed in collaboration with the Ministry of Education's *Cellule Nationale de Scolarisation des Filles*, the three NGOs and their local NGO partners. The modules were developed and tested over approximately a six-month period. Training of trainers from the Ministry of Education and the NGOs began in September 1999. Subsequently, SAGE/Mali designed a complementary guide for the implementation of active teaching methodologies in the classroom and trained trainers in the use of the life skills modules using interactive methodologies.

Early in 2000, a training guide to promote leadership among female parent/teacher association members was developed. The objectives of the guide were to encourage greater participation of females in the decision-making process, provide knowledge and skills to support girls' participation in the community schools, and to support the USAID/Mali Democracy and Governance Program. Again trainers were prepared to use the guide in the local context. During the same year SAGE/Mali worked with a core group of trainers to develop trainers and teachers guides for girl friendly practices in the classroom, and carried out training of trainers that included personnel from the MOH and the participating NGOs. The project also worked with trainers to create a guide for community promoters that would help generate more active community support for girls' education.

At the end of 2000, SAGE/Mali staff revised the original scope of work and went beyond the training of trainers from the three NGOs. Under the expanded work-plan, the project began directly assisting the trainers in preparing teachers from 60 schools to use the life skills modules and working directly in leadership training and management in a small number of communities. These activities were continued through 2001.

SAGE/Mali also began to assist communities in fundraising in non-traditional sectors in 2001. Efforts included the organization of a national committee to support girls' education and to raise and manage funds contributed by businesses, religious organizations and the media. Members of this volunteer committee were trained in fund raising strategies and fund management, and a fund raising dinner was held in June 2001.

### **Principal Results**

- A 19% increase in female gross enrollment ratios from 1992-1998
- A 22.5% increase in estimated female completion rates from 94/95 to 98/99, however there has been a decline in recent years attributed to changes in teacher hiring procedures
- Formation of a national multisectoral committee to support girls education
- Development of life skills modules and tools for enhancing female participation in the classroom and community
- Approximately 50 trainers, 200 teachers and 42 community promoters trained to use the seven tools developed

### **Challenges**

- Female gross enrollment ratios and completion rates are low – 40.3% and 38.6%, respectively for the latest data available
- Government funding for primary education is decreasing
- Active learning and the participation of girls in the classroom has been observed to be low
- The newly formed committee for supporting girls education is likely to need SAGE/Mali administrative support

### **Implications**

- SAGE/Mali does not fit the framework for building constituencies that characterize the other Emphasis Countries and should not be expected to meet the Activity goal in terms of completion rates.
- Several of the characteristics of the framework have been recently implemented by SAGE/Mali and their progress should be monitored carefully
- Trends in national statistics should continue to be monitored, when data covering the years of the project are available.

## PERFORMANCE REVIEW

### MALI COUNTRY STUDY

#### I Introduction

USAID's investment in girls' education in Mali is of relatively long duration. The Basic Education Expansion (BEEP) Project was initiated in 1989. The program was in response to a congressional mandate to develop basic education in Africa. The objectives were (1) to expand access to primary education with better internal efficiency, and (2) to improve the quality of fundamental education, particularly in the first cycle (grades one to six). The project was to provide technical assistance in a number of areas, including girls' education.

BEEP was part of the Fourth Education Project, a larger educational reform program designed by the World Bank. In addition to the World Bank and USAID, the Fourth Education Project was partly financed and executed by other donors, including France, Norway, Canada, and the United Nations Development Program. The Government of Mali, and local communities also helped to finance the effort (Diane et al. 1993). The life of the Program was 1989 through 1999. As of 1997, the program has received \$38 million in project assistance and \$3 million in non-project assistance.

The girls' schooling component began with the establishment of a committee within the *Ministère de l'Éducation de Base* (MEB) with representation from different MEB divisions and offices, including the National Pedagogical Institute, the National Directorate of Fundamental Education, and the Education Projects Bureau. This committee developed a national plan of action to promote girls' education which included social marketing (press and media); studies to identify constraints on girls' education and pilot projects; actions to support parents; institutional support; and management and planning. As part of the National Directorate of Fundamental Education within the MEB, the National Cell for Girls' Schooling and regional cells for girls' schooling were created in 1992.

The cells for girls' schooling included a national cell in the Bamako District and regional cells in Koulikoro, Sikasso, and Segou. In 1994, regional cells expanded to Mali's remaining regions of Kayes, Mopti, Toumboctou, Gao, and Kidal. Until 1993 many of the decisions about girls' schooling activities were made at the national level. Subsequently, decision-making power for girls' schooling activities were decentralized and shifted to the regions. Activities of the national and regional cells have included: a multi-media sensitization campaign using the press, radio, and videos; a prize distribution to the best female and male graduates and to schools best promoting female enrollment; and the development of a home economics curriculum and the training of teachers in its use. The first national seminar on the schooling of girls was held in 1994. The BEEP

Community Support component also supports girls' access to education by requiring that community schools built under the component enroll an equal number of boys and girls.

Other donors have become active in supporting girls' education. The World Bank is supporting the government of Mali develop a ten-year plan that includes as an objective, improving girls' access to education. UNDP/UNESCO and UNICEF both launched girls' education initiatives in 1996.

## **II Socio-Political Context**

Despite these efforts, the education system in Mali is in a critically poor state. Throughout the 1980's the system experienced drops in enrollment, classroom deterioration, and a decrease in classroom construction. Primary school enrollment rates have increased over time but remain low, particularly for girls. The early 1990's were characterized by political instability including a coup d'état in 1991.

## **III The SAGE Program**

### **A Project Development**

The SAGE/Mali Project began its activities in the first quarter of 1999 staffed by a girls' education specialist and an assistant. The Project was designed to provide technical assistance on girls' education to three NGOs—World Education, Save the Children/USA and Africare—that work in rural areas primarily with community schools. SAGE/Mali was to implement at least four of the following six activities by the end of 2000:

1. The design of life skills from a gender perspective modules to be included in the basic education curriculum
2. Leadership training for female APE (*Associations de Parents d'Elèves*—Community Parent Teacher Organizations)
3. Girls' mentoring and life skills program
4. Girl friendly classroom practices
5. Female teacher support
6. Community action plans to support schools and promote gender equity

The SAGE/Mali technical assistance methodology was designed to provide training in the activities listed above for personnel of the three NGOs who would in-turn train teachers in their community schools and the female members of the APEs. In the process of implementing these activities, it was decided to use more active methodologies to teach the life-skills modules and include the entire community, both men and women, in the APE leadership training.



The life skills modules consisted of supplementary materials designed for incorporation into the existing curriculum in order to increase students' knowledge of nutrition, health, hygiene, and reproductive health. The basic idea was that parents would be motivated to enroll their children, especially their girls, in school when they learned that these subjects were taught in school. Furthermore, the content of the life-skills modules are in accordance with the PRODEC (*Programme Décenal de Développement de l'Éducation*—Mali's 10 year plan for basic education: 1998—2008) objectives and the USAID strategic objectives.

The life skills modules were designed through a process of first collecting existing materials from both international and local institutions and determining what could be adapted for use in the Mali primary schools. Next, the SAGE/Mali visited local communities to collect information on what parents felt should be included in the curriculum in order to better meet the educational needs of their daughters. Once this information was collected, the modules were developed in collaboration with the Ministry of Education's *Cellule Nationale de Scolarisation des Filles*, the three NGOs and their local NGO partners. Part of this process included a publicity campaign in a local newspaper (*Le Soir de Bamako*) and radio/TV spots (*Radio Guintan and l'Office de Radiodiffusion et Télévision du Mali*). After the modules were developed, SAGE/Mali carried out training of trainers from the Ministry of Education and the NGOs; the first trainings were held in September 1999, and a total of 46 persons were trained.

Interactive methodologies based on *Pédagogie Convergente* were also incorporated into the life skills modules in order to make them more student-centered. This approach called for the students to become more actively involved in the learning process. SAGE/Mali designed a guide for the implementation of active teaching methodologies in the classroom, trained trainers in the use of the life skills modules using interactive methodologies, and these trainers in-turn trained 180 teachers from 60 schools.

The objectives of the leadership training for female APE members were to promote greater participation of females in the decision-making process, provide knowledge and skills to support girls' participation in the community schools, and to support the USAID/Mali Democracy and Governance Program. A training guide was developed based on information collected from eleven communities. Community schools working with World Education, Save the Children/USA were observed by training animators and coordinators from the three NGOs and their partners. A training of trainers on this guide was held in April 2000 with the participation of 26 NGO trainers.

The girl friendly practices were designed to create a positive classroom environment for both boys and girls, have teachers adopt teaching and classroom management practices that permit both girls and boys to gain self esteem and to succeed scholastically, to assure that classrooms are girl friendly in order to encourage girls to stay in school, and to improve girls' achievement. In order to achieve these goals, SAGE/Mali collected documentation on classroom environments from the MOE and NGOs, assembled a core group of trainers who developed a guide for girl friendly

practices, and carried out training of trainers that included personnel from the MOH and the participating NGOs. Two guides were developed, one for the trainers, “*Apprentissages Efficaces et Pratiques Internes de Classes Equitables entre Filles et Garçons. Guide de Formation d’Enseignants et d’Enseignantes*”, and one for the teachers, “*Apprentissages Efficaces et Pratiques Internes de Classes Equitables entre Filles et Garçons. Manuel du Participant et de la Participante*.” A total of thirty trainers were trained. Subsequently, Save the Children/USA trained all their teachers attending workshops during vacations, and Africare also trained all their teachers in the use of the guide for a total of 200 teachers.

In order to generate more active community support for girls’ education, SAGE/Mali implemented the community action plans to promote girls’ education. First trainers were trained to be part of a task force. They participated in workshops to design a guide for community action plan development entitled, “*Formulation de Plans d’Actions Communautaires: Guide de Formation d’Animators*.” Once the guides were completed, a total of 42 animators from the three NGOs and their partners were trained. Follow-up activities consisted of: translating the guide into Bamana, monitoring the activities of the animators, and reviewing the impact of these activities on girls’ education in select communities.

The activities described above were completed during 1999 and the first three quarters of 2000. Based on these accomplishments, SAGE/Mali and AED revised the original work plan to expand the project activities to go beyond the training of trainers from the three NGOs. Under the expanded work-plan, the project is directly assisting the trainers in the training teachers from 60 schools to use the life skills module, they are monitoring the incorporation of the life skills modules into the curriculum using active teaching methods, they are revising the module as needed, and will assess the impact of the module in a random sample of 20 out of the 60 participating schools. The teacher training workshops were carried out during the first half of 2001, and the impact assessment was pending at the time of the visit by the GEMS team in July 2001.

Because the participation of women in the APE management committees continued to be quite low, the leadership training with a focus on adult female participation will be expanded to include the entire community and will use materials translated into Bambara. The objective of this is to promote greater participation by women in the decision-making process. Workshops were carried out during the first half of 2001, and an assessment of the impact is scheduled to be done in October 2001.

The experience with the training of trainers in girl friendly classroom practices during 2000 showed that teachers continue to treat boys and girls differently which has a negative impact on the retention, achievement and completion of girls; and furthermore, that teachers are often unaware of the effects of their behavior. In order to address these issues, the project continued their work training the trainers and expanded their work to also assist the NGOs train 60 teachers in 20 schools or three per school. In the process SAGE/Mali revised the training module based on classroom observation. These activities

started in February 2001 and continued through the middle of the year, and an assessment is scheduled for the end of 2001.

Since Mali's education and other administrative systems continue to decentralize, there is a need for more decision-making and self-management at the community level. As part of this process, SAGE felt that communities should be trained to support girls' education more actively and in a sustainable fashion. SAGE/Mali decided to support these goals with several actions. They translated their modules to train communities to make action plans into Bambara, they are carrying out follow-up training with the NGOs that were trained in the action plans, and are introducing the use of a girls' mentoring module and monitoring tools. This mentoring module is discussed in more detail below. Going beyond the training of trainers, SAGE/Mali also directly assisted 6 communities in developing and implementing action plans to create a more favorable environment for the participation of girls in school. These activities began during the second quarter of 2001, continued into the third quarter, and impact assessments in the six SAGE/Mali communities and six other partner NGO communities are scheduled for late 2001.

In order to support the community actions plans and the expected increase in girls' enrollment and persistence in school, SAGE to designed a girls' mentoring program to promote better performance in school. The purpose of the mentoring program is to provide positive female role models, advice and guidance, assistance and academic tutoring. A guide for the program was developed. In mid 2001, six communities implemented this mentoring program. Assessments will be done on these six communities as well as six partner NGO communities that are not presently implementing the mentor program.

In order to promote community action and encourage better girls' achievement in school, SAGE/Mali introduced an incentive program. Under this program, awards are given to girls who are successful in school. A community committee that collects cash and in-kind contributions from local residents funds the award. The first awards were scheduled for the end of 2001.

As a major departure from previous SAGE/Mali activities, the revised 2000/2001-action plan called for fundraising in non-traditional sectors to assist communities in their support of girls' education. This activity resulted from the realization that communities have very limited resources and that by tapping non-traditional sectors, communities can be assisted in carrying out girls' education activities. To this end, SAGE/Mali organized a national committee to raise and manage funds contributed by businesses, religious organizations and the media. These funds would then be used to assist communities in implementing their girls' education activities. The volunteer committee was organized by SAGE/Mali and the *Cellules Nationale et Régionales pour la Scolarisation des Filles*. The members were trained in fund raising strategies and fund management. The first activity was a fund raising dinner in June 2001.

## **B Project Organization**

SAGE/Mali has its offices in the World Learning building and has access to support services such as e-mail, photocopies and FAX services. The project staff consists of the country director and two assistants.

## **IV Findings**

This section presents the findings of the performance review team. Findings are organized in terms of each of the intermediate results of the EGAT/WID framework for SSO2. The findings are based on meetings in Mali involving representatives of USAID/Mali, members of the GEMS team, the director of the SAGE Activity and representatives of various partner organizations, as well as school and community visits. They also include analysis of existing statistical data on the Mali educational system and review of other secondary sources.

### **A Trends in Gross Enrollment Ratios and Completion Rates**

#### **1. Enrollment**

As it was impossible to obtain accurate population estimates for the rural population by gender in Mali, only national gross enrollment ratios have been calculated. In addition, available data are for years prior to the initiation of the SAGE project. Educational statistics subsequent to the 1997/98 school year were not available because of changes to the EMIS system that were underway at the time of performance review team's visit.

Table 1 shows the total increase in gross enrollment ratios from the 1991/92-baseline year for girls and boys. Enrollment ratios have increased substantially for both males and females. Prior to the EGAT/WID Activity, girls' enrollments increased by 18.9%. However, boys' gross enrollment ratios increased by more than 23.8%, so that the gender gap grew from 1991/92 to 1997/98. Despite these increases, gross enrollment ratios continue to be low, with 40% of girls and 60% of boys enrolled in primary school.

**Table 35: Primary School Gross Enrollment Ratios  
1991-1998**

Years	Enrollments			School Age Population ( 7-12)			Gross Enrollment Ratios		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Gap

1991/92	271424	159212	430636	752394	743893	1496287	36.1%	21.4%	+14.7
1992/93	308527	186054	494581	756324	753460	1509784	40.8%	24.7%	+16.1
1993/94	343454	213630	557084	765305	766008	1531313	44.9%	27.9%	+17.0
1994/95	367297	245172	612469	782477	783512	1565989	46.9%	31.3%	+15.6
1995/96	414268	268895	683163	807828	805560	1613388	51.3%	33.4%	+17.9
1996/97	472561	305889	778450	829769	838321	1668090	57.0%	36.5%	+20.5
1997/98	512344	350530	862874	854844	869901	1724745	59.9%	40.3%	+19.6
Change 91-98							+23.8	+18.9	+4.9

Source: Ministère de l'Éducation de Base, database 1991-1998

## 2. Completion

As with enrollment data, completion rates could only be calculated for years prior to the initiation of the SAGE project. Table 2 shows the reconstructed cohorts of children reaching fifth grade in five years. The adjacent cohorts of 1993/94 and 1994/95 serve as the baseline to examine progress. Change in the estimated attainment of fifth grade shows an overall increase from the baseline. However, completion rates for both boys and girls begin to drop in 96/97-97/98 and continue to drop the following year. Those interviewed in Mali felt that this was a result of the move to community schools by the government. This movement has eliminated teacher pensions and other government support and forced teachers to find jobs within communities. The result is seen as a falling commitment to the profession, and poorer quality teaching in many schools during the transition period. Both in times of rising completion and during decreases, the gap favoring boys has been maintained. Completion for both genders is low, with only about 40% of all children reaching fifth grade in five years.

**Table 36: Reconstructed Completion Rates**  
**1993-1999**

Year	Boys	Girls	Gap
93/94-94/95	18.7%	16.1%	+2.6
94/95-95/96	38.7%	34.7%	+4.0
95/96-96/97	47.1%	42.6%	+4.5
96/97-97/98	43.8%	40.0%	+3.8
97/98-98/99	43.1%	38.6%	+4.5
Total Change	24.4	22.5	

Source: Ministère de l'Éducation de Base, database 1991-1998

## B. Trends in the Promotion of Girls' Education by Civil Society Organizations

### 1. Organizational Participation

Due to the fact that SAGE/Mali was designed to provide technical assistance primarily to three NGOs and their partner NGOs that work with community schools, promoting girls' education in with Mali civil society organizations was a relatively minor component of the project activities. Nevertheless, the formation of a committee to raise funds took place in the beginning of 2001 and held regular monthly meeting to plan fund raising activities and schedule special events. The principal fundraiser that had been held prior to the visit by the GEMS team in August 2001 was dinner to benefit girls' education that is described below.

The original concept for the committee, known as the *Comité de Mobilisation de Ressources pour la Scolarisation des Filles (CMR-SCOFI)*, was to have a membership of 15-20 prominent Malian citizens from the business community, the national and international NGO sector, the government and other interested individuals that had both the contacts and organizational abilities to plan and hold major fund raising events. The initial membership consisted of 22 individuals who represented the following types of civil society organizations: four from international NGOs, eleven from national NGOs, one from the private business sector, one from the Mali government and two representatives from USAID. The number of individual who attended the monthly meetings decreased to about ten active participants, including a prominent dentist from the private sector.

## **2. Types of Actions and the Leveraging of Resources**

The major fund raising event during the first half of 2001 was a dinner held at the Hotel Salam in Bamako on June 8. Approximately 26 individuals attended, representing the Ministry of Education, the Ministry of Labor and Professional Training, the media, national and international NGOs, and eight individuals from the business sector. The Minister of Labor gave the welcoming address and additional remarks were made by the Chief of the Cabinet of the Minister of Education and the director of the *Cellule Nationale de Scolarisation des Filles* of the Ministry of Education. The business sector included individuals from two major banks, a pharmaceutical company and American Express International.

The total income generated by the dinner was 1,785,000 CFA or \$2,500 but the expenses for the dinner were 1, 358,300 CFA (\$1,887), resulting in a total income for the girls' education fund of \$613. The major expenses for the dinner were having it at one of the most prestigious hotels in Bamako and the cost of the musical ensemble.

The committee (CMR-SCOFI) has planned additional events with a lower cost overhead and will include benefit concerts by well-known Malian musicians and popular singers.

## **C. Trends in Public Sector Investment**

Table 3 shows the government of Mali's investment in public primary education from 1994 to 2000. The primary budget includes both the first cycle (grades 1-6) and the second cycle (grades 7-9), and the Ministry of Education Budget Office provided the 2000 figures as preliminary estimates.

The education budget as a percent of the total national budget steadily increased from 13.3 to 13.7 in 1996, then experienced a 3.7% drop in 1997, and then rose to a high of 13.8% the following year. In 1999 the percentage dropped by 1.2 from the previous year and continued to drop in 2000, reaching a low of 9.9%.

The primary budget as a percent of the education budget was 72.4 in 1994, dropped in the two subsequent years and then reached a high of 96.7 in 1997. The following two years experienced considerable decreases, reaching a low of 33.8% in 1998, nearly one-third of what it was in 1997. In 2000, the percent had increase by a little under 12% to 45.1.

**Table 37: Public Sector Investment in Primary Education 1994-2000**  
(millions FCFA)

Year	Education Budget	Primary Budget	Primary %
1994	34,698	25,112	72.4
1995	35,201	23,727	67.4
1996	41,026	28,038	68.3
1997	32,542	31,452	96.7
1998	49,946	28,938	57.9
1999	62,149	21,007	33.8
2000	49,240	22,217	45.1

Source: Ministère de l'Éducation de Base

#### **D. Trends in Improved Knowledge to Implement Policies, Strategies and Programs for Girls' Education**

The studies and tools produced by SAGE/Mali as part of their NGO and community training activities were requested by the three principal NGOs to serve as guides for the implementation of their continued training efforts with teachers and community facilitators from their member NGOs and the community schools. Although SAGE/Mali produced numerous reports, none could be considered as commissioned studies of girls' education, but as the training of trainers continue and more communities participate in workshop and develop their own action plans, studies that meet the criteria for this indicator will in all probability be produced.

Table 4 show that a total of seven tools were produced, and five of these included a training guide for the life skills curriculum for grades 4, 5 and 6; a guide for the participation of girls in basic education, a guide for change agents, one guides for trainers of trainers, and a guide for the teachers in the community schools. The other two tools were guides for the Design of Community Action Plans and a Guide for the use of active teaching methodologies. The first five were produced in 2000 and the last two the following year.

**Table 38: Number of Analytical Tools and Studies by Year**

Type	2000	2001
Tools	5	2
Studies	0	0
Total	5	2

#### **E. Trends in Mobilizing Leadership to Promote Girls' Education**



The fund raising dinner was SAGE/Mali's first activity involving leaders from civil society organizations. These leaders have yet to speak out and commit resources to promote girls' education, but planned activities in the near future will provide opportunities for recruiting leaders and raising additional funds.

#### **F. Trends in Broadened Local Community Participation to Promote Girls' Education**

Although the original design for the SAGE/Mali activities was primarily to train trainers, the project team has been working directly with six parent teacher organizations that work with the teachers from their community schools. These parents have participated in training workshops where they learned how to calculate the gross enrollment ratios for boys and girls in their communities and to identify the disparities between the sexes. From these exercises they have discussed what can be done to reduce the enrollment gap between boys and girls and what steps should be taken to enroll more girls in school and what to do to keep girls from dropping out of school. As a result of these workshops, the PTAs have produced action plans, and as of the GEMS team visits, six PTA had produced these plans. Future activities have been planned by SAGE/Mali to measure the impact of the action plans on girls' enrollment and persistence in school.

#### **G. Trends in Strengthened Teacher Performance to Improve Girls' Primary School Education**

Although the GEMS team made no direct classroom observation, the SAGE/Mali activities to train teachers in girl friendly classroom activities are designed to change teacher behavior. Like many of the other activities described above, the effects of the teacher training were scheduled for assessment during late 2001.

### **V. Conclusions**

#### **A Strategic Objective**

**The lack of education statistical data from recent years makes it difficult to draw conclusions on the effectiveness of this project within the EGAT/WID framework.**

At the time of this report, data were not available to assess the impact the project has had on completion rates among Malian primary school students. Also, assessments of particular project activities had not been completed; therefore conclusions on their effectiveness cannot be drawn until further data are available.

**There have been positive trends in female participation in primary schooling in Mali through the 1990s. However, recent policy decisions on teacher employment have negatively affected completion rates**

Increases of 19% in female gross enrollment ratios and 22.5% in estimated female completion rates from the baseline years were found. However there has been a decline in recent years attributed to changes in teacher hiring procedures.

**Despite increases in female enrollment and completion rates, both are low**

Only about 40% of the eligible female population is enrolled in primary school in Mali and less than 40% of those enrolled reach fifth grade in five years.

## **B Intermediate Results**

**SAGE/Mali appears to have been successful in meeting its scope of work**

The project has developed life skills modules and tools for enhancing female participation in the classroom and community and has been responsible for approximately 50 trainers, 200 teachers and 42 community promoters being trained to use the tools developed under the project.

**Current work in Mali is consistent with EGAT/WID framework, but it is too early to judge progress.**

SAGE/Mali has facilitated the formation of a national multisectoral committee to support girls' education and carried out fund-raising training and an initial activity with this group. However, as this is a new area for SAGE, many issues about the viability of the committee must be dealt with.

## **VI. Implications**

SAGE/Mali does not fit the framework for building constituencies that characterize the other Emphasis Countries and should not be expected to meet the Activity strategic objective. However, SAGE/Mali has recently implemented several of the strategies of the EGAT/WID framework. The progress of these strategies should be monitored carefully

Trends in national and local statistics should continue to be monitored, when data covering the years of the project are available.

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**Appendix E:**  
**Morocco Country Study**



# GEMS

**Girls' Education Monitoring System**

## **MOROCCO COUNTRY STUDY**

*Prepared for:*

**United States Agency for International Development  
Bureau for Economic Growth, Agriculture and Trade/Office of Women in Development  
Julia Escalona, CTO**

*Project undertaken by:*

**Juárez and Associates, Inc.**

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## Morocco List of Acronyms

ADFM	<i>Association Democratique de Femmes du Maroc</i>
AIR	American Institutes for Research
CSO	Civil Society Organizations
CSSF	<i>Comite de Soustiens por la Scolarisation de Filles</i>
EGAT/WID	Economic Growth, Agriculture and Trade/ Women in Development
GEA	Girls' Education Activity
GEMS	Girls' Education Monitoring System
GER	Gross Enrollment Ratio
GOM	Government of Morocco
GWE	Girls and Women's Education
MEG	Morocco Education for Girls Project
MNE	Ministry of National Education
MSI	Management Systems International
NAPE	National Partners in Education
NGO	Non Governmental Agency
SAGE	Strategies for Advancing Girls' Education Project
SSO	Strategic Support Objective
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations International Children's Emergency Fund
USAID	United States Agency for International Development



## EXECUTIVE SUMMARY

This document summarizes the findings of a review of progress of the USAID-funded Girls' Education Activity (GEA) in Morocco. The project forms a part of USAID/EGAT/WID Girls and Women's Education Activity. The five-year life of the project is examined in relation to the strategic framework for Strategic Support Objective 2 (SSO 2) *Broad-based, Informed Constituencies Mobilized to Improve Girls' Education*. The study is based on analysis of project documents, manipulation of the available national education statistics for Morocco and fieldwork conducted in Morocco during July of 2001.

The Girls' Education Activity was the first of the five centrally funded projects that began operations in September of 1996. The project supported USAID/Morocco's strategic focus on basic rural education in general and specifically on closing the enrollment and completion gaps between boys and girls.

USAID/Morocco's emphasis built on Ministry of National Education's (MNE) efforts that began in the early 1990s with mobilization campaigns to promote rural parents' awareness of the importance of enrolling and keeping their children in school. The MNE also made substantial progress in improving the supply of educational services by constructing additional schools in rural communities, during this period. Although the MNE did not place a special emphasis on girls but set as a goal to increase enrollment for both genders, there was a clear disparity in enrollment favoring boys at this time.

GEA was designed to complement USAID/Morocco's other investment in girl's education, the Morocco Education for Girls (MEG) Project. Whereas MEG is working at the local level, directly in schools and communities to further USAID and GOM objectives, GEA works to build awareness about the status of girls' education and to facilitate the formation of coalitions to carry out actions promoting the enrollment and persistence of girls in school. The Girls' Education Activity has worked primarily in opening dialogue about the constraints to girls' education in Morocco and in building partnerships between civil society organizations and local communities and schools. The two principal partnerships formed were an NGO-led coalition, *Comite de Soustiens por la Scolarisation de Filles* (CSSF), and a business-school alliance, *Al Jisr*.

CSSF began as the result of a National Conference on Girls' Education, facilitated by GEA, which brought together representatives from Ministry of Education, other ministries and NGOs. During discussions, it became clear that NGOs could complement MNE work and participants founded CSSF. The first meeting was held in December 1997. The primary initial activities of the coalition were to promote the dissemination of information on the status of girls' education through different media channels. In the first quarter of 1998, the principal activity of both GEA and CSSF shifted to the preparation for the May conference on girls' education held in Washington, DC. A group of Moroccans from different sectors, including the Minister of Education, attended this conference. The group of participants examined the experience of other countries and

became convinced that the formation of partnerships with different sectors of society to promote girls' Education could be successful in Morocco.

After the conference, the delegates continued to meet and decided to organize a national conference that would broaden the awareness of different sectors to the situation of girls' education. The conference was held in March 1999 in Marrakech and US First lady, Hillary Clinton, attended. It was supported by the World Bank, UNICEF, UNESCO, and USAID, as well as GEA. The fact that the First Lady of the United States was attending turned out to be a crucial factor in encouraging the attendance of representatives from the private sector. A major outcome of the conference was the creation of *Al Jisr* in July 1999. *Al Jisr* is a coalition that promotes individual businesses agreeing to sponsor a school by improving infrastructure and other necessities. Initially, plans were made to create over 600 school-business relationships. The first three business-school partnerships became operational in March 2001.

At the same time, CSSF first began working with NGOs and then developed a network of NGOs. Several of these NGOs participated in what has become the main focus of CSSF's work, a scholarship program for girls to attend secondary schools. Participating NGOs work to select girls and find housing and scholarship support for them to attend school. The collaboration between CSSF and *Femme du Maroc*, a woman's magazine with a large nation-wide circulation, has provided support to the scholarship effort. The Caftan fashion show, which is organized by the magazine, publicized the issue of girls' education in both 2000 and 2001 and raised money for scholarships. The magazine has pledged to continue with the girls' education theme for the next ten years.

The ascension of King Mohammed VI to the throne in July of 1999 has facilitated the work of GEA. The new king made data available for a reexamination of Morocco's national priorities and education was placed second only to territorial integrity. The goal of education for all by the year 2002 was set, as this was seen as an important prerequisite for Morocco joining the European Common Market, which is considered vital to economic development.

## Principal Results

- A 22.3% increase in primary school gross enrollment ratios for girls since 1995; most of the increase came during the years of project implementation.
- Fifth grade attainment rates for girls higher than those for boys (57.7% versus 46.4 in urban areas and 36.1% versus 33.8% in rural areas)
- Two national partnerships of civil society organizations, *Al Jisr* and CSSF, formed and functioning independently.
- Government and civil society organizations are active partners in both partnerships.
- Leveraging of \$84,655 of non-USAID funds invested in girls' education efforts.

## Challenges

- Completion rates in rural areas remain low (less than 37% in rural areas and 60% in urban areas).
- Completion rates for both girls and boys are estimated to drop in available cohorts.
- Non-USAID funds may not be sufficient to meet the technical and administrative functions carried out previously by GEA.

## Implications

- The results suggest that the EGAT/WID goal of a 20% increase in girls' completion rates over 10 years may be difficult to meet through the strategies currently being implemented.
- The partnerships may need to focus on issues of educational quality to ensure high female (and male) completion rates.
- Broader financial support will be needed, if the level of activity supported through GEA is to be continued by CSO partnerships.

## **Performance Review Morocco Country Study**

### **I. Introduction**

Of the five EGAT/WID/GWE emphasis countries, the Girls' Education Activity (GEA) in Morocco was the first of the centrally funded projects that began operations in September of 1996. The agreement between EGAT/WID and USAID/Morocco came at an opportune time when the Morocco Mission had just completed an assessment of basic education in Morocco and decided to place an emphasis on rural education in general and more specifically on closing the enrollment and completion gaps between boys and girls.

USAID/Morocco's goals for the education sector were based on the Ministry of National Education's (MNE) mobilization campaigns that began in the early 1990s to promote rural parents' awareness of the importance of enrolling and keeping their children in school. At the same time, the MNE made substantial progress in constructing additional schools in rural communities. The smaller communities with a population of at least 300 were to have satellite schools with the first six grades to serve as feeder schools for larger nucleus schools. Some 469 nucleus schools were constructed with an additional 1,594 satellite schools located nearby, which resulted in a 12.5% increase in the total number of rural primary school classrooms.

The goals of the mobilization campaigns and the improvement in the school infrastructure were to reduce the large gross enrollment gaps between rural and urban areas, which in 1994 were 36.7% and 89.4%, respectively. Although the MNE did not place a special emphasis on girls, rather set the goal to increase enrollment for both genders, there was a disparity in favor of boys at the time.

### **II. Socio-Political Context**

In 1990, women composed 25% of the Moroccan labor force, and this percentage was rapidly increasing. As result of the increased participation of women in the labor force and the recognized need to educate more children, both boys and girls, many changes took place in Moroccan basic education during the 1990s. For most of the decade, the government policies were designed for increasing access to education, promoting retention and constructing more schools, especially in rural areas. But with the ascension of King Mohammed VI to the throne in July of 1999, more profound political changes began to occur, and the education sector was no exception.

One of the first changes was the increased availability of state statistics of all kinds, showing that 70% of the population had no social benefits, 80% did not have access to potable water, nine out of ten mothers were illiterate, five girls out of ten had access to education but most did not finish, and only 3% went on to higher education. It became clear that urgent action was needed, and the government wanted to be the

facilitator of change. It was clear that in order to enable responsible and durable change, policies and action would have to be designed and implemented with care.

One of the first changes was the emergence of new political parties and the return of older ones that had been inactive for many years. New electoral laws provided for election reforms and as a result, a nation-wide election for a constituent assembly is scheduled for 2002. In addition, the new king reexamined Morocco's national priorities. Education was placed second only to territorial integrity, and education for all by the year 2002 was set as a goal. The latter was seen as an important prerequisite for Morocco to join the European Common Market, which was considered to be vital to economic development and projected to occur by 2008.

For education, the new openness made it possible for NGOs and civil society organizations to begin acting more vigorously, to lobby on the political level for change and to concentrate on the educational plight of girls. In addition, the king formed a Commission for Educational Reform and named women to its membership, appointed a female advisor to his cabinet and recognized NGOs working for women's rights and advancement.

### **III The Girls' Education Activity**

#### **A. Project Development**

The Girls' Education Activity agreement was signed in September 1996, and the activities officially started the following month. The first step was identifying the constraints on girls' education and prepare a state-of-the-art report and second, organizing a National Conference on Girls' Education in partnership with the Ministry of Education. The conference took place a year later in October 1997. Representatives from other ministries and the non-governmental sector were invited, but the private sector was not included.

At the conference, GEA presented the constraints to girls' education, and discussions on what should be done were held with the attending partners. It became clear that MNE and USAID strategies should focus first on improving education in rural areas and second on the importance of girls within that strategy. As a result of the conference, persons from different NGOs and independent individuals created the *Comite de Soustiens pour la Scolarisation de Filles* (CSSF), and the first meeting was held in December 1997.

Since CSSF did not have legal status as a NGO, the new organization worked informally, and when necessary in fulfilling bureaucratic requirements, CSSF used the legal status of the NGOs of some of its members. The main activities during this formative stage were contacting the media in order to print and broadcast information about girls' education and presenting statistics on the status of girls' education. As

explained above, presenting statistics prior to 1999 involved some risk because statistics of any kind were considered by the state privileged information.

In the first quarter of 1998, the principal activity of both GEA and CSSF shifted to preparing for the May conference on girls' education held in Washington, DC. As a result of discussions held with decision-makers, there was clear agreement that the conference would be an opportunity to form new partnerships. The core group consisted of 14 individuals, ten of whom went to the conference; two were from Moroccan NGOs, one from the media, one representative from the private sector, one from the banking sector, three from the MNE—including the minister and the chief of his cabinet, the GEA director and the USAID Education Officer.

At the conference, the planning group continued their work, attended sessions and met with representatives from other countries. In between the sessions, the Morocco delegation contacted other country delegations that they considered had similar problems. They decided that Guatemala and Egypt had the most relevant experiences to explore. In the evening they brainstormed, and after hearing about what was being done in other countries, it turned out that this was the first time that the Minister of Education had been exposed to the idea of forming partnerships with different sectors of society.

After returning to Morocco, the delegates organized a dinner in June 1998 and continued brainstorming. The Minister of Education was a strong supporter of education for all, of forming partnerships with CSOs and making education an important issue for the Moroccan government. A result of these discussions, a national conference was deemed necessary to examine what could be done to improve girls' education, provide statistics on the situation of girls, continue mobilizing resources, and form additional partnerships.

The conference was held in March 1999 in Marrakech and US First lady, Hillary Clinton, attended. The conference was large and expensive and received support from the World Bank, UNICEF, UNESCO as well as GEA/USAID. The main actors were GEA, MNE and the Wafa Bank. The fact that Hillary Clinton was attending turned out to be a crucial factor that encouraged the attendance of representatives from the private sector, especially the banks. During the conference, discussions focused on what should and could be done, finding out who could really contribute and become partners, and how best to involve the private sector. The latter led to the creation of *Al Jisr* in July 1999. *Al Jisr* was a partnership in which individual business agreed to sponsor a school by improving infrastructure and other necessities. Initially, plans were made to create over 600 school-business relationships.

Other partnerships were forged as CSSF made the first step to cooperate with *Femme du Maroc*, a women's magazine with a large nation-wide circulation. The magazine had sent a journalist to the conference in Washington where the discussions with CSSF initiated which later resulted in a formal relationship. One of the milestones of this new partnership was the Caftan 2000 fashion show in March of that year where girls' education became a central theme. A second show in 2001 continued working at

publicizing and raising money for girls' education. After the two Caftan shows, *Femme du Maroc* pledged to continue with the theme of girls' education for the next ten years.

CSSF had also begun working with NGOs and then launched a network of NGOs in 1998. Part of this work consisted of identifying all NGOs in Morocco working with education. It turned out that none were working specifically with girls. In September 1998, CSSF organized a forum and invited the 117 NGOs that were working in education. These NGOs were classified as those working with literacy programs and those working in non-formal education. Most of these NGOs expressed interest in girls' education, and as a result GEA and CSSF started a selection process to see which NGOs could be mobilized to work with girls' education.

During the time that CSSF was collecting information about NGOs and education, they were formulating their main strategy—a girls' scholarship program to attend secondary school. Secondary was chosen because this would give girls' in primary school and incentive to stay in school and have a goal beyond simply getting a primary education. The discussion of the scholarship concept began in late 1998 and the program started in July 1999.

In preparation for the scholarship launch, CSSF contacted all the NGOs that had expressed an interest and explained the concept: homes and host families for girls so they could go to school. This would be financed by local contributions and the scholarship recipients would be monitored closely tracking their progress in school. Twenty NGOs expressed a strong interest and 16 were selected to participate as semi-finalists. These 16 were then asked to submit a written response and how they would implement the program, provide legal evidence showing they had bank accounts and accounting systems. Of these, eight were selected to be part of the program. The startup of the scholarships coincided with the beginning of the *Al Jisr* business-school partnerships.

The eight participating NGOs had to go through a training program as part of a process of gradual incorporation. When they became full partners they were responsible for turning in quarterly reports and attending discussion groups every three months. The training was in gender relations, active teaching methodologies, assessment and administration. Once this had been accomplished, CSSF was able to reach NGOs working at the school and community level. This had the effect of bringing CSSF closer to the problems inherent to girls' education and would allow CSSF to directly lobby the MNE to find solutions. This was seen by CSSF as having the effect of bypassing many levels of bureaucracy and working with the democratization process. In other words, regions and their communities were given a voice and could now express their concerns about girls' education directly to the central office of the MNE with CSSF as an intermediary.

CSSF held a retreat in July 2001 where all aspects of the organization's activities were discussed. It was found that 50% of the organization's time was used for lobbying and advocacy activities. In order to be effective, lobbying must be done at the decision-making levels. Furthermore, it was decided that the argument that cultural barriers

account for why girls' were not in school was not valid; the real reason was poverty. When the scholarship program was first started it was a minor activity within CSSF, but after two years it had become their main concern. In order to improve the program, a decision was made to encourage local NGOs to give evening courses preparing girls for school and also to work on improving the quality of education in rural schools. An important step for improving educational quality would be for communities to take ownership of their schools and to assure teacher attendance. They also agreed that schooling has improved girls' marriageability, further evidence that the cultural barrier argument is not valid: better educated girls mean they will marry better and in turn will provide better security for their aging parents.

At the conclusion of the retreat, CSSF decided to continue working at the local level by strengthening their NGOs, trying to decrease CSSF financing for scholarships and putting NGOs in contact with additional potential donors. They would also like to expand the program by working with new NGOs in different regions. CSSF also intends to work on mechanisms to set up new partnerships that could lead to establishing a cohort of working educated females that is resident in rural areas. These women are seen as role models for the girls currently in school and for those who are considering going to school. Promising girls will get special follow-up and be invited to visit Rabat. Some girls have already started working in adult literacy and working in health and hygiene.

After *Al Jisr* was organized and began activities in 1999, it became apparent that further training was needed for *Al Jisr* members to work with the MNE. The main problem was that businesses had different ways of working and the partnership with the MNE was difficult to build and to maintain. After a series of meetings that were held in March 2000, GEA started working with *Al Jisr* on social marketing and helped them develop messages and how to communicate with the MNE. In addition to GEA, the National Partners in Education (NAPE), a US NGO, was brought in to help *Al Jisr* and designed an action plan that was ready in July 2000. In November 2000, two *Al Jisr* members traveled to Houston and attended a NAPE symposium. *Al Jisr* went on to become a NAPE international partner.

The first three *Al Jisr* business-school partnerships became operational in March 2001, and most of the contributions were earmarked for improving school infrastructure, school gardens and library facilities. At present *Al Jisr* has no formal monitoring system and it was not possible to quantify the contributions made to support the three schools.

## **B. Project Organizational Structure**

Management Systems International (MSI), an international consulting firm that is also part of the consortium implementing the MEG project, is implementing GEA as a subcontractor to America Institutes for Research (AIR). Consistent with the EGAT/WID framework, GEA is led by a Moroccan project director and a small local staff, who receive support from the overall project in Washington.



There was general agreement among those interviewed that a key factor for forging the alliances between CSSF, NGOs, the business sector and the Ministry of Education has been the established links that the GEA project director had with all of the sectors involved. Dialogue could be initiated through a social/professional network that allowed civil society organization representatives to become familiar with the GEA work prior to a public forum on the issues. In terms of personnel, staff members and international support personnel felt that more might have been accomplished with additional staffing.

#### **IV. Findings**

This section presents the findings of the performance review team. These findings are organized in terms of each of the intermediate results of the EGAT/WID framework for SSO2. The findings are based on meetings in Morocco involving representatives of USAID/Morocco, members of the GEMS team, the director of the GWE Activity and representatives of various partner organizations. They also include analysis of existing statistical data on the Moroccan educational system and review of other secondary sources

##### **A. Trends in Gross Enrollment Ratios and Completion Rates**

###### **1. Enrollment**

As it was impossible to obtain accurate population estimates for the rural population by gender and age in Morocco, only national gross enrollment ratios have been calculated. Table 1 shows the total increase in gross enrollment ratios from the 1995 baseline year for girls and boys. Enrollment ratios have increased substantially for both males and females. Girls' enrollments have increased more than boys. In fact, the change in girls' enrollment ratios have been almost double that of boys in each year since the baseline. The greatest gains have come during the period when the GWEA project was being implemented. From 1997 to 2001, girls' gross enrollment ratios have increased an average of about five percent a year. However, girls are approaching the gross enrollment ratio of boys in the baseline year. It is possible that the rate of increase may slow down as girls' near 100% GER.

**Table 39: Primary School Gross Enrollment Ratios  
1994-2001**

<b>Years</b>	<b>Enrolled-Urban and Rural</b>	<b>Gross Enrollment Ratio</b>	
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	Boys	Girls	Total	Boys	Change From Baseline	Girls	Change From Baseline
1994-95	1698398	1197339	2895737	91.6%		64.6%	
1995-96	1736027	1246668	2982695	93.1%	1.5%	66.8%	2.2%
1996-97	1753709	1280699	3034408	93.5%	1.9%	68.3%	3.7%
1997-98	1784744	1334281	3119025	94.6%	3.0%	70.7%	6.1%
1998-99	1863510	1453643	3317153	98.2%	6.6%	76.6%	12.0%
1999-00	1932806	1565120	3497926	101.3%	9.7%	82.0%	17.4%
2000-01	1996113	1668291	3664404	104.0%	12.4%	86.9%	22.3%

Source: Statistiques Scolaires 1994-2000: Ministère de L'Éducation Nationale, Direction de la Stratégie, des Etudes et de la Planification, Rabat.

## 2. Completion

Completion is operationally defined in the EGAT/WID framework as the attainment of fifth grade. The limited data permitted the creation of two reconstructed cohorts. As this analysis uses internal efficiency data in the estimates, it was possible to examine rural and urban cohorts by gender. As can be seen in Table 2, there were slight increases in the estimated percentages of the cohort reaching fifth grade for both girls and boys in urban areas. Urban primary girls' have higher rates of attainment than boys. In both cohorts, over 10% more girls than boys attain fifth grade in five years.

In rural areas, estimated completion rates for girls are also higher than those of boys. However, for children of both genders, there is a drop in the estimated completion rates. The drop for girls is slightly greater than that for boys. Overall completion in rural areas is quite low, with only about one-third of rural children making normal progress to fifth grade.

**Table 40: Reconstructed Cohort Analysis of Fifth Grade Attainment by Gender and Location**

Years	Urban		Rural	
	Girls %	Boys %	Girls %	Boys %
1998-1999	56.4	45.7	38.6	35.5
1999-2000	57.7	46.4	36.1	33.8
Change	+1.3	+0.7	-2.5	-1.7

Source: Statistiques Scolaires 1998-2000: Ministère de L'Éducation Nationale, Direction de la Stratégie, des Etudes et de la Planification, Rabat.

## B. Trends in the Promotion of Girls' Education by Civil Society Organizations

## **1. Organizational Participation**

The baseline for civil society participation began with those representatives of institutions who participated in the November 1998 Meeting of Public and Private Partners and the Formation of NGO Networks in June of 1998. A list provided by GEA shows a total of 33 CSOs where 16 were local and 17 national level organizations as shown in Table 3. Table 3 also shows that all of the organizations eventually initiated actions. Ten of the 16 local organizations began activities in 1999 and three more in each of the two following years for a cumulative total of 100 percent. On the national level, the data show a progressive increase in the number of CSO activities beginning with two in 1998, three the following year, nine in 2000 and the remaining three in 2001. The two CSOs that initiated actions in 1998 were CSSF and ADFM (Association Democratique de Femmes du Maroc), and in the case of CSSF, the action was to organize the conference on NGO networking that was held in June.

**Table 41: Number of CSOs Initiating Actions in Girls' Education by Year**

Org/Actions	Base	1998		1999		2000		2001	
	No	No	%	No	%	No	%	No	%
Local Level	16	0	0	10	62.5	3	81.3	3	100
National Level	17	2	10	3	33.3	9	82.3	3	100
Total	33	2	5.5	13	45	12	82	6	100

Source: GEA project records

## 2. Types of Actions

The types of actions were examined by sector. Table 4, includes all of the actions undertaken by each civil society organization. As can be seen, the 33 organizations engaged in 62 actions. To be counted, actions had to include the use of national, regional or local resources and, therefore, simply attending a meeting or giving a presentation was not counted. The majority of actions dealt with incentives. This is largely a result of donations made by organizations to the scholarship program. Social awareness was also an important category of actions and related principally to the organization of conferences and exchanges on the topic of girls' schooling. Support of infrastructure improvements in local communities was the only other type of action carried out. The importance of the king in policy decisions made actions related to policy difficult for organizations to undertake effectively.

NGOs carried out about 60% of the actions. However, businesses carried out more actions on the average than NGOs. The average number of actions per business was 3.7, compared with 1.9 actions per organization for NGOs. Universities had not engaged in any actions specifically promoting girls' persistence in school during the life of the project and media and foundations carried out few actions.

**Table 42: Actions initiated by CSOs by Type of CSO and Type of Action**

Type of Action/Org			Infrastructure	Incentives	Com. Academic Support	Curric.	Teacher Training	Policy	Social Awareness
	No.	No. of actions	% of Total	% of Total	% of Total	% of Total	% of Total	% of Total	% of Total
NGOs	19	37	8%	73%					19%
Religious	3	2	50%	50%					
Business	6	22	23%	55%					23%
Foundation	4	1	100%						
Media	1	2							100%
University	0	0							
Total	33	64	15%	66%					23%

Source: GEA project records

### C. Trends in Public Sector Support of Girls' Education

Table 5 shows the Moroccan public sector units that the GEA project personnel identified as dealing in some way with girls' education. Although the guidance calls for a cumulative total to be reported, public sector units were examined by year over the course of the GEA project to assess trends in government participation. Since GEA scholarship activities on the local level were implemented by associations in eight provinces, the local delegations of the government ministries that initiated activities in some but not all of the provinces have been included in the list. Furthermore, only actions that involve national, regional or local resources have been considered. Actions by eight of the 41 public sector units represent about 20 percent of the total, and the Ministry of Education's actions represented one third of the actions by government organizations, making up most of the government actions related directly to the persistence of girls in primary school. Ministry actions were related to its partnership with *Al Jisr*, involving logistical support for schools and support of awareness efforts. Other Ministries and local governments provided infrastructure support to residences where scholarship girls were housed.

**Table 43: Number of Public Sector Units Initiating Actions in Girls' Education by Year**

Units	Baseline	1997	1998	1999	2000	2001	Total
Ministry of Education (MNE)	1	1					1
Provincial Delegations of the Ministry of Health	8					1	1
Provincial Delegations of the Ministry of Youth and Sports	8			1			1
Provincial Governments	8			1		1	2
Provincial Delegations of the Ministry of Education	8			2			2
Provincial Delegations of the Ministry of Social Welfare	8			1			1
Total	41	1		5		2	8

Source: GEA project records

### D. Trends in Leveraging Resources

The level of non-USAID support was extracted from GEA project documents and reports, as well as from discussions with GEA partner organizations. The total investment of local resources provided in Table 6 is an underestimate of all resources invested, as *Al Jisr* representatives were unable to provide estimates of the resources generated through their work. However, the table provides a summary of trends in resource generation for the different sectors engaged in girls' education, using available data. As can be seen, the majority of local funds dedicated to girls' education were generated through the efforts of business. The efforts of the business sector made up 61% of the non-USAID resources leveraged, and 68% of the funds leveraged solely by

civil society organizations. This includes primarily the Caftan effort in 2000 and 2001, as well as some support of conferences and meetings. NGOs have been responsible for leveraging most of the other resources and have been the only sector to leverage resources from international donors other than USAID. Support from international organizations, other than USAID, was \$8,547. This was about 10% of the total funds generated and was mostly for scholarships, conference support, and documentation. Totals in 2001 were estimated for the first six months of the year. As can be seen, totals increase each year, even though 2001 includes less than a complete year total.

**Table 44: Local Investment in Girls' Education**

Organizational	1998		1999		2000		2001		Totals	
	Intl.	Nat.	Intl.	Nat.	Intl.	Nat.	Intl.	Nat.	Intl.	Nat.
NGO		\$1,196	\$8,547	\$1,282		\$7,692		\$11,282	\$8,547	\$21,452
Religious				\$213		\$213				\$426
Business				\$11,880		\$12,906		\$26,666		\$51,452
Foundation								\$2,778		\$2,778
Media										
University										
Totals		\$1,196	\$8,547	\$13,375		\$20,811		\$40,726	\$8,547	\$76,108

Source: GEA project records

## E. Trends in Public Sector Investment

Public sector investment was defined as the percentage of the Ministry of Education budget that is allocated to girls' education. Where such data were not available or kept, rural primary education as a percentage of the Education budget is used, as a proxy. Where these data were not available, primary education as a percentage of the education budget was used to track trends. In Morocco, none of these indicators were available. Thus, Table 7 presents primary and secondary education as a percentage of the total government budget. While this may be too gross an indicator to be amenable to change by a small project such as GWEA, there does appear to be a slight increase in the education budget over time. Prior to 1996, education had never reached 26% of government allocations. Since that year, the percentage has been at or above 26% in three of the five years. The small changes in percentages suggest that public sector investment in education is relatively immune to change.

**Table 45: Primary and Secondary Education as a Percentage of the Total Government Budget by Year (000,000s DH)**

Year/Category	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000*	2001
Gov't budget	40,313	44,837	48,403	54,240	53,939	54,084	60,969	63,892	66,991	40,536	72,755
Education**	10,411	11,628	12,227	12,797	13,532	14,049	15,516	17,190	17,385	9,712	19,589
Percent of gov't budget	25.8	25.9	25.3	23.6	25.1	26	25.5	26.9	26	24	26.9

\* the budget for year 2000 was only for one semester—6 months  
 \*\* these amounts are the annual budgets for primary and secondary education combined  
 Source: Finance Office Ministry of Education

## F. Trends in Improved Knowledge to Implement Policies, Strategies and Programs for Girls Education

Information on studies and tools were compiled as part of interviews with project staff in July of 2001. The identified documents were reviewed to determine if the documents met the criterion of utilization established in the guidance. That is, tools and studies must be written or graphical information or procedures, based on empirical evidence, that provide knowledge on the implementation of activities to promote girls' education. Although the guidance called for a cumulative total, tools and studies were divided by the years in which they were used since project initiation, in order to identify trends.

Table 8 shows that eight tools and studies have been commissioned, produced, or requested by Moroccan organizations involved in girls' education. The initial study that was carried out prior to the start of GEA helped identify the need for the project and how it would fit with other USAID investments in education. Other studies in 1998 and 1999 were situational analyses and progress reports from actions underway in the areas in which GEA was working. Tools produced in the last two years of the project were guides for forming local alliances, organizing a scholarship program and soliciting support for actions.

**Table 46: Number of Analytical Tools and Studies by Year**

Type	1996	1997	1998	1999	2000	2001	Total
Tools	0	0	0	0	1	2	3
Studies	1	0	3	1	0	0	5
Total	1	0	3	1	1	2	8

GEA, with its partners also produced several flyers, brochures, and other informational materials over the life of the project. These materials were used at the different conferences facilitated by the program. However, these materials did not meet the criteria of presenting evidence for implementing actions promoting girls' education, and were not counted. No requests for the packet of materials produced centrally by the GEA project were documented. GEA staff felt that the initial production of these tools in English limited their usefulness, as they were not produced in Arabic until late in the project.

## G. Trends in Mobilizing Leadership to Promote Girls' Education

Fieldwork in Morocco found no evidence of leaders who made public proclamations allocating personal or organizational resources for girls' education. GEA

staff and USAID representatives suggested that this is a result of a fear that such proclamations would be seen as inequitable, in that they favor girls over boys. The *Femmes de Maroc* production of Caftan in 2000 and 2001, which were organized around the theme of girls education and it was publicly announced that the proceeds were to be donated to ‘support girls’ education is the best example of leadership mobilized to promote girls education.

#### **H. Trends in Broadened Local Community Participation to Promote Girls’ Education**

In accordance with a decision made by USAID/Morocco, the mandate of GEA did not include involvement at the local level in terms of classroom interventions such as curriculum content and pedagogy. The Mission’s Morocco Education for Girls (MEG) project is carrying out activities at the community level. However, the CSSF Girl’s Scholarship Program and the *Al Jisr* Business-School Partnerships do involve communities, but these interventions do not include the schools and their activities.



## V. Conclusions

### A. Strategic Objective

The USAID emphasis on building constituencies to promote girls' completion of primary school has contributed to higher gross enrollment ratios among female primary school students in Morocco.

Girls' gross enrollment ratios for the country as a whole have increased by 22.3% since 1995. This is almost double the increase in boys' GERs. The greatest gains have come during the period when the GWEA project was being implemented. From 1997 to 2001, girls' gross enrollment ratios have increased an average of about five percent a year, compared to an average of about 2% in previous years.

The GEA project has had little effect on national female primary completion rates.

Although data are limited, there has been little change in estimated completion rates for girls. In urban areas, a slight increase has been estimated with the two cohorts available, whereas a slight decrease was found in rural areas. The same pattern is true for boys. Girls have higher completion rates than boys in both urban and rural areas.

Overall primary completion is low in Morocco. This is especially true for rural areas.

**Only slightly more than one-third of rural Moroccan children make normal progress to fifth grade (36.1% of girls and 33.8% of boys). In urban areas, it is estimated that only about half of the children reach fifth grade in five years. Girls' completion is at least 10% higher than that of boys in urban areas. However, 43% of female primary students do not reach fifth grade in five years.**

### B. Intermediate Results

**The majority of actions are likely to remain in a few civil society organizations and sectors, rather than grow exponentially, as assumed in the Framework.**

In Morocco, two sectors accounted for most of the ongoing leadership and activity in support of girls' education. NGOs and business carried out over 90% of the identified actions. Much of the activity was related to alliances formed to support the CSSF scholarship program for rural girls. GEA personnel see this program as largely self-sustaining, although USAID is continuing to provide limited technical assistance. Al Jisr was expected to have a major affect on school change, but at the time of the study, it had begun work in only three communities.



**Local organizations in Morocco are able to generate non-USAID funding on a consistent basis. However, the amount of funding is small when compared to GEA operational costs.**

Local investment in girls' education has grown each year of the GEA project, and local funds in 2001 were twice the amount of those in 2000. However, the total amount generated in five years is only about one-tenth of the GEA operating costs for the same period. Most of the funding that was generated was related to a secondary scholarship program for rural girls.

**Non-USAID funding to support girls' education can be generated without a reliance on international donor agencies.**

International donor agencies have been active partners in the actions initiated to support girls' education in Morocco. However, their contribution to actions engaged in by civil society organizations was less than 10% of all non-USAID resources.

**Government agencies can be active partners in civil society-led coalitions to promote girls' education.**

The Minister of Education was a leader in promoting partnerships and helped organize a conference, which involved private sector partners and launched *Al Jisr*.

**Studies are more important than implementation tools in the early years of launching a girls' education initiative. Both studies and tool must be in the principal language/s of the country to be utilized.**

During the initial years of the GEA project, studies were used in planning efforts and in monitoring results of actions. Implementation tools predominated in the last two years of the project. They were developed in conjunction with workshops to increase understanding and capacity of civil society organizations working in the area. Tools in English were not found to be useful until they could be translated into Arabic.

**Leaders can be mobilized to support girls' education. However, such support is unlikely to include public declarations.**

No specific instances of leaders publicly announcing allocation of organizational or individual resources to girls' education were identified. Respondents felt that such declarations were not made because culturally it would be viewed as supporting inequality.

### **C. Project Organizational Structure**

The support of USAID and the social and professional linkages of the GEA project director were critical in providing entry for GEA to Moroccan leadership in different sectors.

**There was general agreement that having USAID as a major actor in education in Morocco created visibility for the project. The recognition of the GEA project directors among leaders of different sectors also was seen as important in moving forward the initiative.**

**USAID-funded local teams can serve as a catalyst for constituency building. However, they must have human resources commiserate with the project's scope of work.**

**GEA was successful in building several alliances within Morocco that have an ongoing commitment to girls' Education. However, team members felt that the project was understaffed to meet the demands of the scope of work that required national and local involvement of staff**

## **VI. Implications**

Although the results must be interpreted cautiously, given the limited data, it appears that Morocco is unlikely to reach the USAID/EGAT/WID strategic objective of a 20% increase over the life of the Activity. For the three years of available data (1998-2000), the estimated completion rates of girls in urban areas have increased only 1.3%. In rural areas, there has been a 2.5% decrease. In both locales, however, girls' completion rates are consistently higher than those of boys. This suggests that primary school completion is not just a problem for girls, and that boys should be included in strategies to increase completion.

**The change in gross enrollment ratios for girls during the life of the project suggest that the types of social awareness and incentive programs engaged in by the sectors brought together by the project may be most successful in encouraging girls to attend school. As Morocco is approaching full enrollment of girls, as measured by gross enrollment ratios, the organizations and alliances working in the area may need to expand the types of actions that are carried out. This is especially important given the relatively low completion rates for both girls and boys. A dramatic change in completion rates may require an extended period of time or more targeted actions than have been carried out in Morocco.**

**The EGAT/WID framework of using local professionals to act as a catalyst in bringing together organizations from different sectors to promote girls education has been effective in Morocco. This is due, in part to the visibility of the project and the commitment of the local staff. Also the GEA strategy of providing administrative, staffing and logistic support for CSSF and other partners early in the project contributed to the success of actions and the establishment of ongoing efforts.**

**All sectors are not equally likely to be contributing members of a multi-sector coalition. In the case of Morocco, the university sector was a non-participant, and among the media and religious sectors participation was low. Similarly, all member organizations will not make the same type of contributions, but rather will contribute in areas where they have expertise or other resources. This may mean that expansion should be thought out strategically and new Network members recruited on the types of resources that they could contribute (financial, professional or technical), in relation to the strategic goals of the Network. Such issues should be part of any organizational planning.**

**In leveraging financial resources from non-USAID sources, a reasonable assumption might be that other international donors would be the prime source of funds. This has not been the case in Morocco, where only about 10% of non-USAID financing of actions has come from international donors.**

**Despite the effectiveness of using a small Moroccan technical staff as a catalyst, given the stated difficulties in carrying out activities that required dealing**

**with a number of organizations in different sectors, at both the national and regional level, suggests that greater resources would enhance effectiveness. In using the approach in other countries or other sectors besides education, donor agencies would be wise to plan for a higher level of investment than the resources expended for GEA, if wider coverage is desired.**

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**Appendix F:**  
**Peru Country Study**





# GEMS

**Girls' Education Monitoring System**

## **PERU COUNTRY STUDY**

*Prepared for:*

**United States Agency for International Development  
Bureau for Economic Growth, Agriculture, and Trade/Office of Women in Development  
Julia Escalona, CTO**

*Project undertaken by:*

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## Peru List of Acronyms

AIR	American Institutes for Research
CSO	Civil Society Organizations
G/WID	Global/ Women in Development
GEMS	Girls' Education Monitoring System
GWEA	Girls' and Women's Education Activity
MED	Ministry of Education
NGO	Non Governmental Organization
PROMUDEH	<i>Ministerio de Promoción de la Mujer y Desarrollo Humano</i>
UNICEF	United Nations International Children's Emergency Fund
USAID	United States Agency for International Development

## EXECUTIVE SUMMARY

### Introduction

This document summarizes the findings of a review of the progress of the USAID-funded New Horizons (*Nuevos Horizontes*) project in Peru. The four year life of the project is examined in relation to the strategic framework for the USAID/G/WID Girls and Women's Education Activity, of which the New Horizons project forms a part. The study is based on analysis of project documents, manipulation of the available national education statistics for Peru, and fieldwork conducted in Peru during June of 2001.

### Background

New Horizons began in April of 1998 as a Special Objective within USAID/Peru's results framework. The focus of the Special Objective *Expanded opportunities for girls' education in target areas* was on increasing girls' persistence in schooling. Although the effort was targeted at rural areas, had a national scope in terms of raising understanding throughout Peru of the educational barriers facing rural girls. The Mission buy-in to the WID Office Girls' and Women's Education Activity was to be \$1.2 million dollars over four years of implementation. The project provided technical assistance to local organizations and individuals in carrying out actions to help girls stay in school. The principal activities were: studies to identify barriers to girls education; technical support of partnerships created to develop appropriate policies, programs and practices to address barriers to the education of primary school-age girls; and testing pilot interventions to overcome barriers in target areas.

As CARE International/USA was a subcontractor to the American Institutes for Research on the G/WID project, CARE-Peru was designated the implementing organization. The first project activity was the selection of Peruvian leaders from a number of sectors to participate in an international conference on girls' education in May of 1998. The delegation, of 27 people, with the organizations that they represented, built on the conference to form the Network of Girls' Education. The Network conducted meetings and commissioned studies, which provided the background for the development of an "open agenda" that served as the framework for discussion and action planning. A national conference was arranged in June of 1999 where the agenda was presented for discussion. The conference brought together local leaders from a number of departments with large rural populations to discuss the agenda and suggest how it might be implemented at the local level. Several of the department leaders who participated in the conference decided to start local networks made up of a cross-section of organizations similar to that of the national network. Another outcome of the conference was a national campaign to promote the importance of girls' education, carried out in conjunction with McCann Erickson of Peru, a member of the network.

Activities in 2000 focused on the work of local networks and the organization of a second national conference, dedicated to exploring the right of girls to self-expression and the barriers that prevent girls from expressing themselves at home, in school and in the community. An outcome of this were recommendations about the educational needs of children whose mother tongue wasn't Spanish and the drafting of a law in favor of the education of rural girls. The New Horizons and the Network undertook refining the conference document and lobbying for its approval with Congress. Given the disintegration of the Fujimori government and the subsequent transition government the law was not immediately approved. However, ongoing awareness and lobbying efforts by Network members led to the unanimous passage of the legislation in late October of 2001.

Additional activities of the project in 2001 were: an exchange inviting rural girls to speak out on their educational needs; workshops provided for four local networks on how to promote and monitor attendance and effective use of time by female students; the organization of a competition for research studies on girls' education; and the initiation of planning to ensure the continuation of the National and Regional Networks.

### Principal Results

- Increases of 7.9% nationally and 25.9% in target area of Ayacucho in estimated fifth grade attainment rates among rural girls
- Increases of 14.1% nationally and 32.7% in target areas in estimated fifth grade attainment rates for urban girls
- Similar albeit slightly lower estimated increases in completion rates for boys
- Formation of a "core" group of organizations from different sectors, committed to improving girls' persistence in school through the National and Regional Networks
- Government and civil society organizations are active partners in the Network
- Passage of national legislation supporting the education of rural girls, during a period of rapid political change
- Leveraging of \$279,566 of non-USAID funds (\$168,395 nationally and \$111,171 in Ayacucho) invested in girls' education efforts.

### Challenges

- Completion rates in rural areas remains low (less than 50% nationally and in target areas)
- The Network must resolve issues of organizational structure and support of administrative functions carried out by the project
- There has been no change in the level of government funding for primary education over the last five years
- Non-USAID funds come primarily from the private sector for short-term actions in its area of expertise or from community groups for school infrastructure improvements

## Implications

- The results suggest that the EGAT/WID goal of a 20% increase in girls' completion rates over 10 years can be met through the strategies used by New Horizons, if activities continue and the projected completion rates are borne out over time
- The Network will need to focus on issues of educational quality to ensure high female (and male) completion rates
- Broader financial support will be needed, if the level of activity supported through New Horizons is to be continued by the Network
- Either other donors or private sector members may have to support the administrative functions of the Network

# PERU COUNTRY STUDY

## I Introduction

USAID's investment in girls' education in Peru is of relatively recent duration. It began in April of 1998 as a Special Objective within the Mission's results framework. While the Mission did not have the resources to become substantially involved in the education sector, it was felt that a focus on increasing girls' participation in schooling, especially in rural areas, would complement the efforts of the Government of Peru in a critical area (USAID/Peru, April 1998). The Special Objective, *Expanded opportunities for girls' education in target areas*, was designed to enable the Peruvian government and civil society organizations to formulate, institutionalize and implement actions for girls' education that would lead to greater participation and persistence of girls in primary schooling. Although the effort was targeted at rural areas, it was to have a national scope in terms of raising understanding throughout Peru of the educational barriers facing rural girls. The Mission buy-in to the WID Office Girls' and Women's Education Activity was to be \$1.2 million dollars over four years of implementation. The project provided technical assistance to local organizations and individuals in carrying out actions to help girls stay in school. The principal activities were: studies to identify barriers to girls education; technical support of partnerships created to develop appropriate policies, programs and practices to address barriers to the education of primary school-age girls; and testing pilot interventions to overcome barriers in target areas.

At the time the program began, Peru was considered relatively successful in educational access within Latin America. However, while net primary enrollment was estimated as close to 90 percent, efficiency was a serious problem, with over fifty percent of the primary school population over-age. The greatest percentage of over-age school children was in rural areas, where 70.2 percent were above the appropriate age for the grade in which they were enrolled. Rural women were more disadvantaged educationally than men, having on the average only 1.7 years of schooling compared to 3.5 for males.

The Ministry of Education had begun the implementation of a 15-year development plan aimed at expanding access and improving the quality of primary education. The plan was designed to meet the needs of a technology-driven economy through reforms in teacher training, curriculum and teaching materials. The plan did not, however, specifically address disparities between girls and boys and the specific barriers that hinder girls' progress in school.

In the following year, USAID/Peru began a second project called Opening Doors (*Abriendo Puertas*) that complemented the girls education program (USAID/Peru, 1999). This effort provided funding to respond to the Summit of Americas focus on quality primary education by supporting a variety of interventions that were designed to overcome impediments to female primary school completion in target rural areas.



## **II Socio-Political Context**

The project was initiated in a period of political upheaval in Peru. Respondents described the period as one of decreasing trust in government as the Fujimori administration maneuvered to position the sitting president for a third term in office. Difficulties in obtaining information from government agencies were said to increase and there was greater concern about expressing oneself in public. This was especially true in areas that might not appear to be in line with government policies.

From Fujimori's announcement to seek a third five-year term in December of 1999 until his resignation in November of 2000, the country was in political turmoil. First, the opposition parties held the April presidential election results in question, and in May, presidential challenge Alejandro Toledo called for a delay in the run-off election, then withdrew from the race, citing fears of voting irregularities. Fujimori won the subsequent election and on July 23, took the oath of office. However, in September, a video filmed prior to the May election was aired on national television. This video showed Peruvian security chief Vladimiro Montesinos bribing opposition leader, Luis Alberto Kouri.

Montesinos fled the country and Fujimori announced that he would call new elections in which he would not be a candidate. Vice President Francisco Tudela resigned after Montesinos was allowed to return to Peru. Amid rising national clamor, Fujimori attended the Asia Pacific Economic Cooperation forum in Brunei, and then continued to Japan where he formally resigned in a letter to Congress on November 20, 2000. Two days later, Congress swore in Valentin Paniagua as interim president and elections were set for April of 2001. In February of 2001, Congress voted for the indictment of Fujimori. In June, Alejandro Toledo won the presidential run-off election against Alan Garcia and was sworn in on July 28, 2001.

## **III The New Horizons Program**

### **A. Project Development**

With approval of the Special Objective, the project, called "New Horizons for the Education of Girls" began in April of 1998. As CARE International/USA was a subcontractor to the American Institutes for Research on the project, CARE-Peru was designated the implementing organization. Ana Marie Robles was hired by CARE to serve as project director and immediately began the first project activity. This activity was the selection of Peruvian leaders from a number of sectors to participate in an international conference on girls' education in May of 1998. The project team worked with USAID and G/WID to identify and invite a relatively large delegation of 27 people. These individuals represented a heterogeneous group of organizations from sectors such as government, commerce, academic institutions, and non-governmental institutions working with education or women's issues. This group met prior to leaving Peru and then had three meetings during the conference. The meetings served to discuss issues of

girls' education raised at the conference and to plan what might be approaches to addressing the issue of girls' education in Peru.

When the delegation returned from Washington, D.C., they continued to meet about what they could do as a group to promote girls' successful completion of primary school. In June of 1998, they formed a network of organizations to work together on issues of girls' education, with the New Horizons project providing technical support and coordination. The Network included: a number of government organizations such as the Ministries of the President, Education, Women and Human Development, and Health, two congressional commissions, and the Office of the First Lady; confederations made up of private business, social communication leaders, organizations to promote women's issues, and those concerned with dialogue on educational issues; academic institutions such as the Institute of Peruvian Studies, the education department of the Catholic University, and *Colegio Inmaculada*; and international donor organizations such as UNICEF, Save the Children UK, and USAID. The Network has since expanded to include additional NGOs and international donors.

The Network, through the New Horizons project, commissioned several studies to help orient their efforts. One study, carried out by the Institute of Peruvian Studies, examined the situation of rural girls in terms of national statistics, whereas a second study looked specifically at the situation of girls of primary school age in the department of Ayacucho. Ayacucho was chosen as a target area because of the potential impact of the project on many of the barriers to girls' primary school participation. The department had been heavily penetrated by the *Sendero Luminoso* movement, it was largely rural and poor, and had low levels of adult literacy among women.

The findings from these studies were used by the Network to develop an "open agenda" that served as the framework for discussion and action planning. The principles of the agenda were: that all rural girls are enrolled in primary school at the appropriate age; that girls are provided with time and the conditions to study; that girls receive attention to the needs of puberty; that girls are provided with effective learning opportunities in school; and that girl-friendly schools are valued and implemented. A national conference to discuss the agenda was organized in June of 1999 where the agenda was presented for discussion. The conference brought together local leaders from a number of departments with large rural populations to discuss the agenda and suggest how it might be implemented at the local level. Several of the department leaders who participated in the conference decided to start local networks made up of a cross-section of organizations similar to that of the national network. The national network was to provide some support to these networks and to encourage the formation of additional ones. To date, most of the efforts of local networks are seen to be the result of individuals who have taken on the leadership of the organization in a given department.

The national network developed a plan of operations near the end of 1998. However, it purposely did not seek to become a legally constituted organization under Peruvian law. It was felt that because of the diverse nature of the membership, some partners, such as international donor agencies might be excluded. In addition, the time

and resources needed to pursue legal status might take away from the mission of the group.

Several activities of national scope followed the conference. A national campaign to promote the importance of girls' education was developed in conjunction with McCann Erickson of Peru, a member of the network. The campaign used television and radio to focus on the number of out-of-school girls and the importance of schooling to success in life. Workshops on fund-raising were also held for members of the network. However, given its lack of organizational status, the skills and strategies imparted during the workshops were felt not to have been applied.

Activities in 2000 focused on the work of local networks and the organization of a second national conference. This conference, called "I want to speak" (*Quiero Tomar la Palabra*) was dedicated to exploring the right of girls to self-expression and the barriers that prevent girls from expressing themselves at home, in school and in the community. The conference looked for more departmental participation, which contributed to specific recommendations about the educational needs of children whose mother tongue wasn't Spanish, as well as support for a law in favor of the education of rural girls. The New Horizons project hired a consultant to draft a law to this effect.

After the disintegration of the Fujimori government, the law was pushed forward with the transition government and received the general support of all political parties. However, it was not approved during the transition government and was again moved forward after the new government of Alejandro Toledo took power in July of 2001. Awareness and lobbying efforts led to the unanimous passage of the legislation supporting the educational rights of rural girls in late October of 2001.

As part of the efforts of the transition government, a national consultation on education was held and several members of the network participated in this activity. Network participants felt that the ideas of girls were not being highlighted sufficiently in this consultation. The network, therefore, organized a national exchange, entitled "Girls' Voices, which featured young girls speaking about their own educational needs. The findings from this exchange were submitted as an addendum to the national consultation.

Additional activities of the project in 2001 were: workshops provided for four local networks on how to promote and monitor attendance and effective use of time by female students; the organization of a competition for research studies on girls' education; and the development of a plan to ensure the continuation of the national network.

## **B Project Organizational Structure**

The project organizational structure has had advantages and disadvantages. All of the individuals involved with New Horizons stated that having CARE as the implementing organization facilitated the formation of the National Network and other aspects of the project, because of the organization's national presence and high visibility.

However, the role of the project as a technical assistance provider to the Network, of which CARE was a member, required careful role management by project personnel. Project staff served as administrative support for the Network, but encouraged other Network members to take lead roles in publicizing Network positions and activities. The transparency and dedication of the New Horizons project director to furthering girls' education was also cited as an important element in collaboration among members and the success of Network efforts. Thus, the initiative was not perceived of as a CARE program, but rather a program with wide civil society participation.

The project's assumption of many of the administrative functions of the Network, however, delayed decisions about how to ensure efficient Network actions over the long term. Both the formal organizational structure of the Network and ongoing support of administrative functions were under discussion as the project neared completion.

In terms of personnel, New Horizons staff and others interviewed, felt that more might have been accomplished with additional staffing. It was felt that a greater variety of sectors might have been tapped and work undertaken in more local areas with additional human resources.

## **IV Findings**

### **A Trends in Enrollment Ratios and Completion rates**

#### **1. Enrollment**

Rural girls are the primary target of the New Horizons project in Peru. Thus, national enrollment ratios and completion rates for rural girls are reported. However, owing to the length of time since the 1993 national census and the extensive internal migration within Peru, both gross and net enrollment ratios are unreliable. To attempt to deal with these problems, we have used the percentage of children of the appropriate age who are enrolled in the correct grade, as a proxy for examining change in access. This is consistent with one of the goals of the Network, which is to promote enrollment of girls at the appropriate age and uninterrupted continuation of schooling. We have also provided the percentage of boys and girls in the schools who are of appropriate school age but may not be in the appropriate grade.

Only three years of national statistics exist for Peru. Both grade-specific appropriate enrollment and school-age appropriate enrollment ratios were calculated for the years 1998, 1999, and 2000. As can be seen in Tables 1 and 2, there is very little difference in these enrollment ratios for boys and girls. Girls and boys have had a slight increase in grade-specific age appropriate enrollment in both rural and urban settings. Girls' school-age appropriate enrollment ratio has declined slightly in rural areas, whereas that of boys has increased in both rural and urban settings. It is important to note that girls' enrollment ratios are higher than those of boys on all comparisons. This suggests that the problem of enrollment, at least at the appropriate age, may not be a gender issue but rather a

rural-urban phenomenon in Peru. This is especially evident in terms of grade-specific age appropriate enrollment where the percentage of girls and boys enrolling in the appropriate grade at the right age in rural areas is almost 20 percentage points lower than in urban settings.

Table 47: Enrollment Ratios for Girls and Boys in Rural Areas by Grade-specific Appropriate Age Enrollment Ratios and School Appropriate Age Enrollment Ratios

<b>Years/Enrollment</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>Change 98-00</b>
<b>Grade-specific Enrollment Ratio</b>	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>
Girls	36.8	37.3	38.5	1.7
Boys	35.8	36.7	37.9	2.1
<b>School-age Enrollment Ratio</b>	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>
Girls	77.6	77.2	77.5	-0.1
Boys	75.8	75.8	76.2	0.4

Source: Database 1998-2000: Ministry of Education, Unit of Educational Statistics, Lima.

Table 48: Enrollment Ratios for Girls and Boys in Urban Areas by Grade-specific Appropriate Age Enrollment Ratios and School Age Appropriate Enrollment Ratios

<b>Years/Enrollment</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>Change 98-00</b>
<b>Grade-specific Enrollment Ratio</b>	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>
Girls	54.3	54.8	56.9	2.6
Boys	53.8	54.1	56.2	2.4
<b>School-age Enrollment Ratio</b>	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>
Girls	85.6	86.1	86.9	1.3
Boys	85.0	85.3	86.3	1.3

Source: Database 1998-2000: Ministry of Education, Unit of Educational Statistics, Lima.

The New Horizons project has collected yearly Ministry statistical data on the communities of Ayacucho, where the project is working with local interventions. Table 3 shows the trends for the two provinces of Huanta and Tambo in the department of Ayacucho, where the New Horizons project is working intensively in a total of 20 communities. Although there is within-year variation, girls have had a net increase in total enrollment from the baseline year of 1998 to 2000. The increases are small, totaling 22 girls in Huanta and 12 in Tambo, or less than 5% of the female school population. Boys, on the other hand, have had a net decrease. The decrease is 10 boys in Huanta and 39 in Tambo.

Table 49: Total and Percentage of Appropriate Age for Grade of Students in the 19 Pilot Communities of Huanta and Tambo 1998-2000.

Year/Province	1998		1999		2000	
Huanta	Number	% Appr. Age	Number	% Appr. Age	Number	% Appr. Age
Girls	456	17%	496	59%	478	23%
Boys	480	20%	491	56%	470	26%
Tambo						
Girls	538	15%	555	17%	550	18%
Boys	670	17%	646	16%	631	19%

**Source: Database 1998, 1999, 2000, Proyecto Nuevos Horizontes Educación de Niñas/Warmi Wawakunapa Yachaynin, Educación Bilingüe Intercultural**

The percentages in Table 3 show the grade-specific appropriate age enrollment for the school populations. In this case, there is an increase in the percentage of children of the appropriate age enrolled in the correct grade for both genders from 1998 to 2000. In Huanta, there appears to be a dramatic increase in children of the appropriate age enrolled in the proper grade. This may a result of project activities or a counting error. The latter appears likely, as the overall school population does not increase correspondingly. Thus, the change from 1998 to 2000 would appear to be more reliable and shows that boys and girls exhibit similar increases of 6%. The trend data for Tambo are more consistent and also shows increases for students of both genders from 1998 to 2000. In this case, girls show a three-percent gain compared to 2% for boys.

## 2. Completion

Completion is operationally defined in the EGAT/WID framework as the attainment of fifth grade. In examining completion, the percentage of appropriate age children at each grade level was used as a proxy measure for promotion. Given the difficulties with the national statistical data, it was assumed that these data would be relatively stable, as they dealt with only children in school. Thus, the change in the percentage of children of the appropriate age advancing from one grade to the next, over the course of two years, was used for conducting a reconstructed cohort analysis. Tables 4 and 5 present the cohort analyses for the national population and for the target area of Ayacucho, using these data.

Table 50: Reconstructed Cohort Analysis of Fifth Grade Attainment for Appropriate Age Children in Rural Areas: National and Ayacucho

	National		Ayacucho	
	Girls	Boys	Girls	Boys
1998-1999	41.1	37.3	23.5	28.0
1999-2000	49.0	45.1	49.4	41.4
Change	+7.9	+7.8	+25.9	+13.4

Source: Database 1998-2000: Ministry of Education, Unit of Educational Statistics, Lima.

As can be seen in Table 4, there were increases in the estimated percentages of the cohort reaching fifth grade for both girls and boys. As with enrollment, rural girls for the country as a whole have higher estimated completion rates than boys. However, in Ayachucho, estimated completion was lower for girls in the 1998-1999 cohort. The trends are similar for national cohorts and for Ayachucho, although the magnitude of the change differs. The increase in rural girls' completion nationally is almost exactly the same as that for boys, whereas in Ayachucho, girls' completion rates are nearly double those of boys.

Trends in urban areas (Table 5) are similar to those in rural areas. Nationally, estimated completion increases for boys and girls have only slight gender differences. Again, girls have higher completion rates in both cohorts than boys. In urban areas of Ayachucho, girls have slightly lower completion rates in the 1998-1999 analysis but greatly increase completion in the 1999-2000. Boys also show a relatively large increase in completion rate, but it is less than that of girls. While the data must be interpreted with caution, given the problems discussed previously and the magnitude of the Ayacucho increases, the direction of the trends is consistent. This suggests that, especially in Ayachucho, the project is having an impact on the persistence of girls in school.

Table 51: Reconstructed Cohort Analysis of Fifth Grade Attainment for Appropriate Age Children in Urban Areas: National and Ayacucho

	National		Ayacucho	
	Girls	Boys	Girls	Boys
1998-1999	60.4	58.2	25.5	26.5
1999-2000	74.5	73.5	58.2	54.9
Change	+14.1	+15.3	+32.7	+28.4

Source: Database 1998-2000: Ministry of Education, Unit of Educational Statistics, Lima.

## **B Trends in the Promotion of Girls' Education by Civil Society Organizations**

### **1. Organizational Participation**

The baseline for civil society participation began with those representatives of institutions who participated in the Washington, D.C. conference in May of 1998. Eleven organizations had representatives at this conference (Silva, 2000). These organizations became the founders of Network of Girls Education, created later in the same year. The project eventually identified a pool of 34 organizations that worked on women or children's issues that were civil society organization with an immediate potential to initiate actions. In addition, four regional networks were formed that were to initiate actions in specific departments of the country. These departments were Ayacucho, San Martín, Amazonas, and Junín and Huancavelica.

Table 6 shows the organizations that initiated actions during the three and a half years of the project. As this table shows the total number of organizations initiating

actions, organizations are counted only once, even if they initiated multiple actions. The totals shown here differ somewhat from those reported by the project, as they included international organizations such as UNICEF, Save the Children UK and Save the Children Canada. For consistency in comparing results cross-nationally, we have only considered national organizations. As can be seen, 21 organizations initiated actions. This constituted 55% of the targeted pool of organizations. Seventeen of the organizations worked at the national level. In addition, the four regional networks all initiated actions. The number of new organizations initiating actions is similar for 1999 and 2000, the two complete years of the project. It appears that there is a decline in 2001. However, this may be the result of data being collected in the middle of the year.

Table 52: Number of Peruvian CSOs Initiating Actions in Girls' Education by Year

Years/Organizations	Pool	1998	1999	2000	2001
National	34	3	7	4	3
Regional	4	0	1	3	0
Total CSOs	38	3	11	18	21

Sources: Silva (2000) and Robles (personal communication)

## 2. Types of Actions

The types of actions were examined by sector. Table 7, includes all of the actions undertaken by each civil society organization and, thus, is somewhat greater than the number of organizations. Again the totals differ from those in project reports, because actions had to include the use of national, regional or local resources and, therefore, simply attending a meeting or giving a presentation were not counted. As can be seen from the table, the majority of actions, with a national scope, initiated by Peruvian organizations dealt with social awareness. They included such things as support of national conferences on girls' education, design and implementation of television and radio campaigns on the importance of girls attending and completing school, breakfast briefing and planning meetings, and the like. NGOs carried out the largest percentage of social awareness actions (28%) and were responsible for more than half (56%) of all actions. However, in actions related to social awareness, the business sector also made a significant contribution, carrying out 20% of all actions. These actions tended to be those that were most costly, such as television campaigns and support of conferences. Business was the second most active civil society sector, carrying out 22% of all actions.

Actions related to policy were carried out almost entirely by NGOs. Such actions were principally the efforts of the Girls' Education Network to have a law promoting education for rural girls brought before the Peruvian Congress. Teacher training actions were contributions to national curricular efforts in the areas of gender or equity, whereas the few actions related to incentives were those promoting a competition to carry out



Table 53: Actions initiated by CSOs by Type of CSO and Type of Action

Type of Action/ Organization			Infrastructure	Incentives	Community Academic Support	Curric	Teacher Training	Policy	Social Awareness
	No. of Orgs*	No. of actions	% of Total	% of Total	% of Total	% of Total	% of Total	% of Total	% of Total
NGO	18	30 (56%)	2% (1)	2% (1)	0	0	7% (4)	17% (9)	28% (15)
Religious	1	1 (2%)	0		0	0		0	2% (1)
Business	8	12 (22%)	0	2% (1)	0	0		0	20% (11)
Foundation	Na								
Media	4	6 (11%)	0	0	0	0	2% (1)	2% (1)	7% (4)
University	3	5 (9%)	4% (2)	0	0			0	6% (3)
Total	34	54	6% (3)	4% (2)	0	0	9% (5)	19% (10)	63% (34)

\*Includes potential organizations  
Source: New Horizons documents

research on girls' education. Infrastructure actions related to the provision of space for meetings or conferences. The religious sector had the fewest definable actions, the exception being carrying out a campaign related to equity in schooling. However, several of the participating educational institutions had religious affiliations.

## C Trends in Public Sector Support of Girls' Education

Table 8 shows the public sector units that the New Horizons project identified as dealing in some way with girls' education. As can be seen, eight different units carried out a total of 39 actions. Although the guidance calls for a cumulative total to be reported, public sector units were examined by year over the course of the GWEA project to assess trends in government participation. Again, the totals differ somewhat from those reported by the New Horizons project in its various reports. This is a result of the definitions used in this study, which eliminate such actions as participation of government representatives in national or international conferences, when such participation is financed from outside the government organization. Only actions that involve national, regional or local resources have been considered. Whereas the project included actions such as teacher training and materials for bilingual education, under the assumption that such actions would benefit girls, these were not included in our study unless specific reference to meeting the needs of girls was included in the documentation.

Thus, while the project identified 44 MED actions, we found only 14 that were directly linked to girls' education. These actions still constitute the largest percentage of actions by government organizations, making up 37% of all government actions related directly to the persistence of girls in primary school. Many of the MED actions were related to its membership in the Network of Girls' Education and included the organization of planning meetings, the publication of strategy documents and the undertaking of diagnostic studies and pilot projects such as El Saber de las Niñas. This project was implemented through CARE and was designed to disseminate the principles of the Open Agenda for Girls' Education to rural parents. Other actions, especially in the later years of the initiative, included launching a campaign for enrollment at the appropriate age, collaboration with the USAID-funded girls' education project, Abriendo Puertas, and working with teacher training institutes in rural areas to incorporate gender in their curricula.

Table 54: Number of Public Sector Units Initiating Actions in Girls' Education by Year

Units	1998	1999	2000	2001	Total
Ministry of Education	5	2	6	1	14
PROMUDEH	1	2	2		5
Ministry of Health		1			1
Ministry of Finance	1	1			2
Congress	1		1	1	2
Office of the First Lady	2	2			4
Council of Ministers	2				2
Local Networks	0	3	5		8
Total	12	11	14	2	39

Source: New Horizons documents

Congress, through the committees participating in Network, has carried out a total of three actions. The most important action was the unanimous approval of legislation supporting the education of rural girls by the Congress in October of 2001.

Other ministries carried out actions in their areas several of which generally focused on issues not exclusively related to girls' education. However, PROMUDEH, the ministry charged with the defense of children's rights, organized planning breakfasts, and disseminated information on the importance of girls' education as a strategy to defend the rights of rural girls. Similarly, the Ministry of Health developed planning strategies that supported the policies of the Open Agenda. The Council of Ministers helped to generate funds public funds for the national conferences on girls' education,

and congressional membership promoted several testimonies on issues of the education of girls. While the First Lady participated in the international conference on girls' education in Washington in 1998, the office itself undertook no actions. However, an advisor to the First Lady, in her capacity as representative to the National Network, developed several options for a legal organizational structure for consideration by the Network.

Although actions were reported to be underway in all four Local Networks, specific documentation of these actions was available only for Ayacucho at the time of the study. In Ayacucho, actions included the negotiation of agreements for local government support of communities undertaking actions. Most of the actions reported were encouraging communities to enroll girls in school, either through awareness efforts or actual school infrastructure improvements. These are discussed more fully in the section of local efforts.

## **D Trends in Leveraging Resources**

In order to determine the number of CSOs with increased resources leveraged from non-USAID sources, a survey was carried out with those organizations that were identified as potential or actual actors in girls' education. The results of the survey, reported in Silva (2000), asked organizations to state whether they had initiated actions promoting girls' education in each of the project years. The responses of the organizations that agreed to answer the survey are shown in Table 9. As might be expected, business was the most successful sector in carrying out actions without USAID support. In addition, all of the NGOs that provided information, with the exception of CARE, reported carrying out at least one action without USAID financial support. The relatively high participation of Education organizations reflects the provision of space for conferences and meetings by two different institutions of higher learning at different points in time. The number of organizations increases in each year, with the highest total in the third year of the project.

**Table 55: Organizations Stating Increased non-USAID Resources by Organization Type**

	<b>No.</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>
NGO	5	0	1	3
Religious	1	0	0	1
Business	6	2	4	6
Media	1	0	0	1
Education	2	0	2	2
			0	
<b>Total</b>	<b>15</b>	<b>2</b>	<b>7</b>	<b>13</b>

Source: Silva 2000

The actual level of non-USAID support was extracted from New Horizons project

documents and reports, as well as from personal communication with the New Horizons project director. Table 10 provides a summary of trends in resource generation for the different sectors engaged in girls' education. As can be seen, the majority of local funds dedicated to girls' education were generated through the efforts of business. The efforts of the business sector made up 55% of the non-USAID resources leveraged, and 62% of the funds leveraged solely by civil society organizations. This includes primarily the development and funding of media spots and support of conferences and meetings. Some of the funding for the latter activities is also included in the unaccounted category, where the total amount of expenditures was available, but could not be easily attributable to specific organizations. This category also includes investment in the research competition on girls' education carried out in mid-2001. Media investment is also related to social awareness campaigns on the importance of girls' education. Investment by NGOs is relatively low considering that over half of the identified actions were initiated by such organizations. This suggests a reliance on USAID funding to carry out their work in girls' education.

Support from international organizations, other than USAID, was \$23253. This was about 14% of the total funds generated and was mostly for conference support, documentation and promotional materials, such as logos and videos. Totals in 2001 were estimated for the first six months of the year. As can be seen, they are much less than half of that of the previous year. This is, in part, the result of the Network members focus on the congressional recognition of the law on education for rural girls, as well as preparing for closure of the New Horizons project.

Table 56: Peru Non-USAID Investment in Girls' Education 1998-2001

Year/Organization	Year 1	Year 2	Year 3	Year 4*	Total
NGOs	\$545**	\$1746	\$3256	\$6504	\$12051
Religious	0	0	\$857	0	\$ 857
Business	\$611	\$76790	\$15438	\$58	\$92897
Media	0	0	\$7725	0	\$7725
Education	0	1529	\$2412	\$116	\$4057
Unaccounted	0	\$13232	\$2409	\$5125	\$20766
Total	\$1156	\$93297	\$32093	\$11803	\$150835
Government	0	0	\$6789	0	\$6789
International Donors	\$1000	\$ 3230	\$17679	\$1344	\$23253
Grand Total	\$2156	\$96527	\$56565	\$13147	\$168,395

Source: New Horizons and AIR Quarterly Reports, Ana Maria Robles (personal communication)

\* Estimated for first six months of the year.

\*\* Amounts in USD corrected for annual local currency fluctuations

## E Trends in Public Sector Investment

Public sector investment was defined as the percentage of the Ministry of Education budget that is allocated to girls' education. Where such data are not available or kept, rural primary education as a percentage of the Education budget is used, as a

proxy. Where these data are not available, primary education as a percentage of the education budget is used to track trends. It is obvious that such an indicator only makes sense where there are targeted percentages within an overall strategy, as if taken to a logical conclusion, using this indicator would lead to the entire Ministry budget going to girls' education or primary education. However, given that all of the countries have limited investment in primary education, the indicator is useful in the short-run. These data were gathered from the Ministry Economy and Finance, as reported in Silva (2000).

As shown in Table 11, public sector investment in primary education has remained relatively stagnant over the years that the New Horizons project has been in operation. The government does not report allocations for rural primary education nor for girls' education, as separate line items. However, line items may change with the implementation of the law supporting education for rural girls.

Table 57: Primary and Rural Primary as a Percentage of the Total Education Budget by Year (New Sols millions)

Year/Category	1996	1997	1998	1999	2000
GNP	187.6	200.4	215.0	215.0	226.8
Education	5.4	6.2	6.2	6.9	7.2
Education % of GNP	2.9	3.1	2.9	3.2	3.2
Primary as % of Education	54.4	55.3	54.0	54.1	54.1

Source: Silva 2000

## **F Trends in Improved Knowledge to Implement Policies, Strategies and Programs for Girls Education**

Lists of studies and tools were compiled as part of the New Horizons formative evaluation efforts (Silva, 2000). This information was updated through interviews with project staff in June/July of 2001. For the current review, these lists were reviewed to determine if the documents met the criterion of utilization established in the guidance. That is, tools and studies must be written or graphical information or procedures, based on empirical evidence, that provide knowledge on the implementation of activities to promote girls' education. Although the guidance called for a cumulative total, tools and studies were divided by the years in which they were used since project initiation, in order to identify trends.

Table 12 shows that 19 tools or studies were commissioned, produced, or requested by Peruvian organizations involved in girls' education at the time of the study. As might be expected, there was a heavy reliance on studies during the first two years of the project. These studies focused on the situation of girls in schools in particular areas of the country and also included bibliographies and statistical summaries of the national situation. The tools, were not those that dealt with procedures for implementing projects or programs but rather were position papers such issues as the Girls' Education

Network's open agenda, and the Ministry of Education strategies for girls' education and bilingual education. The total number of studies for 2001 was likely to rise by year's end, given that the New Horizons project had sponsored a competition to fund several research studies on girls' education. The winners of the competition had been selected at mid-year and were preparing to begin their studies, at the time of data collection for this review.

Table 58: Number of Analytical Tools and Studies by Year

Type	1998	1999	2000	2001	Total
Tools	2	1	2	1	6
Studies	6	5	2	0	13
Total	6	6	4	1	19

Source: CARE records

The National Network, through its members, produced numerous flyers, brochures, and other informational materials over the life of the project. As these materials did not meet the criteria of presenting evidence for implementing actions promoting girls' education. No requests for the packet of materials produced centrally by the GWEA project were documented. Local Peruvian staff felt that the initial production of these tools in English limited their usefulness, and that the Network's agenda had been formed by the time the materials become available in Spanish.

## **G Trends in Mobilizing Leadership to Promote Girls' Education**

The formative evaluation study conducted by the New Horizons project found no evidence of leaders who made public proclamations allocating personal or organizational resources for girls' education (Silva, 2000). Thus, mobilization of leaders was defined by project personnel as simply representatives of organizations who made public proclamations about the importance of educating girls. Sixty-two organizations were identified (35 civil society organizations and 27 public sector organizations). At the time of the study, 27 of the leaders of these organizations had made public proclamations.

## **H Trends in Broadened Local Community Participation to Promote Girls' Education**

The indicator of broadened membership can apply only to NGOs. Private sector organizations generally do not attempt to increase membership, but rather look to increase production and thereby reduce personnel. Public sector organizations may have the same objectives and law often determines the size of public sector membership. As the indicator focuses on "growth in membership within organizations that promote girls' education," only those organizations that have initiated actions were considered. Similarly, as Networks at both the national and departmental level have been the focus of the effort in Peru, change in the number of member organizations in such networks was examined, rather than increases in the membership of individual organizations.

At the national level, documents produced by the Network list a change in membership from 21 organizations in June 1999 to 25 in April of 2001. New members included a pedagogical institute, a member of the media, a private sector organization and an international donor agency. The departmental Network in Ayacucho has expanded from 25 original organizations to 34 members (Heyman and De Wilde, 2001). Heyman and De Wilde also identify five local networks that have been established subsequent to the founding of the San Martín departmental network. No information was available on increased membership in the departmental networks of Amazonas and Junín and Huancavelica.

The CARE-Peru field office serves as the headquarters for the Ayacucho network and the New Horizons project funds some of the activities of the network and provides technical assistance support. Thus, documentation of the achievements of this network is more complete than that of other departmental networks. The Ayacucho network is involved with 19 communities in two districts, Huanta and Tambo. A number of actions are underway in these communities including awareness building on the importance of educating girls, a bilingual intercultural education project, professional development and technical support for teachers to raise girls' self-esteem, school committees to monitor student and teacher attendance, and adult literacy efforts. Awareness efforts began almost with the founding of the network, most of the other actions, however, began in mid-2000 or later. Project staff compiled a list of the community-level actions undertaken in conjunction with the work of the network and monetary or in-kind investment by communities in these actions. The actions and level of investment is shown in Table 13.

Table 59: Ayacucho Local Investment in Girls Education

Year/Actions	1998	1999	2000	2001	Total
School Construction	S/141,500	S/15675	S/133730	S/68000	S/358,905
Improvements for girls	S/4500	0	S/640	S/17000	S/22,140
Learning materials	0	S/1500	0	0	S/1500
Nutrition	S/450	S/1325	S/4780	0	S/6555
Total	S/146,450	S/18,500	S/139,150	S/85,000	S/389,100

Source: CARE-Peru Staff

As can be seen, the actions generated S/ 389,100 or approximately \$111,171 in local investment. The bulk of the actions related to school construction such as road improvements, walls, teacher living quarters, school kitchens, and classroom repair, which benefited both boys and girls. About \$63500 was invested in latrines and other improvements that were specifically to encourage girls to attend school. Relatively small amounts were invested in learning materials and nutritional improvements, such as school gardens.

## I Trends in Strengthened Teacher Performance to Improve Girls' Primary

### **School Participation**

At the time of the study, the local implementers of girls' education actions had not examined classroom behavior to determine if pedagogical actions, such as the bilingual education program, were affecting girls' participation in the classroom. Anecdotal information suggests that enrollments have increased greatly as a result of the actions, but change in actual classroom behavior remains to be evaluated.



## V Conclusions

### A Strategic Objective

**The New Horizons project has contributed to higher completion rates among female primary school students, most notably in the target area of the department of Ayacucho.**

Although data are limited, the two reconstructed cohorts that could be calculated showed estimated fifth grade attainment rate increases of 7.9% and 25.9% for rural girls nationally and in Ayacucho, respectively. The estimated increase in completion rates for rural girls in Ayacucho was almost double that of boys for the same period. For the national as a whole, the increase in completion rates for rural girls is only a tenth of a percentage point higher than that of rural boys. Urban completion rates followed a similar pattern, with girls showing increases of 14.1% nationally and 32.7% in Ayacucho. Again these increases were higher than those of boys.

**Despite increases in completion rates, overall primary completion is low in Peru. This is especially true for rural areas.**

Even with the projected increases in completion rates, less than half of rural Peruvian children attain fifth grade of primary school (49.0% of girls and 45.1% of boys). In urban areas, more than a quarter of the children of each gender do not complete primary school.

**Lack of primary completion is not limited to girls but is a serious problem for children of both genders, especially in rural areas. The problem is exacerbated by failure to enroll children in school at the appropriate age.**

Only about one-third of the rural primary school population is enrolled in the grade appropriate to their age, and more than 20% of this population is not of primary school age. The percentages are almost identical for girls and boys, suggesting substantial late enrollment and internal inefficiency.

### B Intermediate Results

**The number of civil society organizations initiating actions to promote girls' education is unlikely to grow rapidly. Rather, actions will be initiated by a "core" group of committed organizations.**

Over the three and a half year history of the initiative, actions were largely limited to members and affiliates of the National Network for Girls' Education. Of the organizations carrying out actions at the national level, 13 of 17 (76%) were Network members. Departmental networks carried all of the documented

regional actions out.

**Social awareness efforts, and the related area of lobbying for policy reform related to girls education, are likely to be the predominate actions undertaken by civil society organizations on a national scale, at least in the early years of an initiative.**

Eighty-two percent of the 54 actions carried out by civil society organizations at the national level were either social awareness efforts (63%) or related to policy reform (19%). Small percentages of the actions were dedicated to teacher training (9%), infrastructure (6%), and incentives (4%).

**NGOs are likely to carry out the majority of actions related to girls' persistence in school, but appear to rely heavily on outside funding to do so. Business is the sector most likely to generate internal resources.**

Peruvian NGOs carried out 56% of the identified actions promoting the girls' education and two-thirds of the participating NGOs surveyed stated that they had increased non-USAID funding for girls' education. However, the NGO sector was responsible for only about 7% of civil society funding generated for specific actions. All surveyed private sector organizations identified increased internal resources dedicated to girls' education, and this sector was responsible for 55% of the resources generated.

**The religious sector, at least in Peru, is unlikely to be an active member of partnerships to promote girls' education.**

With the exception of institutions of learning with religious affiliations, no religious organization was a member of the national network. The single religious organization identified as a potential partner carried out one action and was responsible for less than 1% of non-USAID funding invested in promoting girls' education.

**Government agencies can be active partners in coalitions to promote girls' education. While the participation of such agencies can generate financial support for targeted actions, it is unlikely to change national educational funding priorities, at least in the short-run.**

Six government agencies were members of the national network. These agencies, together with several others, carried out 39 actions, including providing funds to support conferences and dissemination of information. However, national funding for primary education did not change during the three years of the project.

**Studies are more important than implementation tools in the early years of carrying out a girls' education initiative. Both studies and tools will only be utilized if they are produced in the national language of the country.**

The number of studies produced or used by the Network was almost double that of the number of tools. The tools produced tended to rely on the studies as evidence for the needed reforms that the tools outlined. Materials produced internationally by the core project were generally not utilized, except by New Horizons staff, as they were originally available only in English.

**Leaders can be mobilized to publicly support a girls' education initiative, but such support is not likely to include public allocation of organizational resources to the effort.**

Over the three years of project implementation, representatives of 27 organizations spoke out publicly in favor of girls' education. However, none of these proclamations included announcing that organizational resources would be used to support actions.

**The strategy of creating local networks to promote girls' education appears successful in the Peruvian context for broadening local participation and generating local investment in education. Local investment is likely to be in infrastructure improvements that benefit both boys and girls.**

There has been an increase in the number of member organizations in the networks of both departments for which data were available. Over \$100,000 in local investment related to girls' education has been documented in the department of Ayacucho alone. Over 90% of these resources have been used for general school improvement.

## **C Project Organizational Structure**

**The national recognition of the implementing organization was critical in providing entry for New Horizons to Peruvian leadership in different sectors and providing the support structure for quickly launching the project.**

There was general agreement that having CARE as the implementing organization facilitated formation of the National Network and other aspects of implementing the project, because of the organization's national presence and high visibility. The unswerving commitment of the CARE project director to promote the importance of girls' education also was seen as important in moving the initiative forward.

**Network administrative support and the level of effort for actions must be resolved if the success to date is to continue.**

New Horizons staff carried out many of the routine Network administrative functions, neither the responsibility for such functions nor the funding of administrative support has yet been resolved, as New Horizons nears completion.

As the staffing for New Horizons was generally considered inadequate to carry out multiple technical and administrative functions throughout the country, level of effort for support must also be an issue.

## **VI Implications**

The New Horizons project appears on track to meet the ten-year goal of a 20% increase in girls' completion rates, if the work initiated by the project continues. Although results must be interpreted cautiously, given the limited data available, estimates suggest a 26% increase in the target area of Ayacucho. In the rural area, as a whole, the 8% increase in available cohorts within three years, if continued would result in a 24% increase.

The low completion rates for both girls and boys argue for a move by the Network from promoting girls' rights to complete primary school to a focus on the elements of schooling that will ensure that all children complete school with the skills and knowledge viewed as necessary to be successful in Peruvian society. The success of the Network in promoting dialogue and the recent national legislation supporting the education of rural girls should allow it, together with the Ministry of Education, to lead a national discussion of issues of educational quality. Key to such a discussion are the related issues of efficiency, such as encouraging children to enroll at the appropriate age and to make normal progress through school.

The EGAT/WID framework of using local professionals to act as a catalyst in bringing together organizations from different sectors to promote girls education has been effective. This is in part because the practice of networks was already common in Peru. The fact that the New Horizons project took on many of the administrative functions of the Network also contributed to its success. While long-term administrative structure of the Network is under discussion, it may be worthwhile to out-source administrative support to CARE or another Network member for the short term, if resources can be found among member organizations or Network supporters.

All sectors are not equally likely to be contributing members of a multi-sector coalition. In the case of Peru, the religious sector was almost a non-participant. Similarly, all member organizations will not make the same type of contributions, but rather will contribute in areas where they have expertise or other resources. This may mean that expansion should be thought out strategically and new Network members recruited on the types of resources that they might contribute (financial, professional or technical), in relation to the strategic goals of the Network. Such issues should be considered as part of any future organizational planning.

In leveraging financial resources from non-USAID sources, a reasonable assumption might be that other international donors would be the prime source of funds. This has not been the case in Peru, where only about 14% of non-USAID financing of actions has come from international donors.

Despite the effectiveness of using a small Peruvian technical staff as a catalyst, given the stated difficulties in carrying out activities that required dealing with a number of organizations in different sectors, at both the national and regional level, suggests that greater resources would enhance effectiveness. If this approach is to be replicated in other countries and if wider coverage is desired, donor agencies would be wise to plan for a higher level of investment than the resources expended for New Horizons.

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